

San Francisco Planning Department

**LESBIAN, GAY, BISEXUAL,
TRANSGENDER
COMMUNITY CENTER
(1800-1814 MARKET STREET)**

Final Environmental Impact Report

97.834E

Draft EIR Publication Date: August 8, 1998

Draft EIR Public Hearing Date: September 10, 1998

Draft Public Comment Period: August 8 to September 10, 1998

EIR Certification Date: November 5, 1998

Changes from the text of the Draft EIR are indicated by solid dots (●) at the beginning of each revised section, paragraph, graphic, or table.

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File No.: 97.834E
1800 Market Street
Assessor's Block 871, Lot 14

SAN FRANCISCO
PLANNING COMMISSION

MOTION NO. 14724

ADOPTING FINDINGS RELATED TO THE CERTIFICATION OF A FINAL ENVIRONMENTAL IMPACT REPORT FOR A PROPOSED LESBIAN, GAY, BISEXUAL, TRANSGENDER COMMUNITY CENTER CONSISTING OF REHABILITATION OF CITY LANDMARK NO. 223, THE CARMEL FALLON BUILDING, AND NEW CONSTRUCTION OF A FOUR-STORY, APPROXIMATELY 56-FOOT HIGH, APPROXIMATELY 36,300 GROSS SQUARE-FOOT BUILDING, LOCATED ON AN APPROXIMATELY 11,000 SQUARE-FOOT THROUGH LOT ON THE NORTHWEST CORNER OF MARKET, OCTAVIA AND WALLER STREETS, AT 1800 MARKET STREET.

MOVED, That the San Francisco Planning Commission (hereinafter "Commission") hereby CERTIFIES the Final Environmental Impact Report identified as case file No. 97.834E, 1800-14 Market Street (hereinafter "Project") based upon the following findings:

1) The City and County of San Francisco, acting through the Planning Department (hereinafter "Department") fulfilled all procedural requirements of the California Environmental Quality Act (Cal. Pub. Res. Code Section 21000 et seq., hereinafter "CEQA"), the State CEQA Guidelines (Cal. Admin. Code Title 14, Section 15000 et seq., (hereinafter "CEQA Guidelines") and Chapter 31 of the San Francisco Administrative Code (hereinafter "Chapter 31").

a. The Department determined that an EIR was required and provided public notice of that determination by publication in a newspaper of general circulation on May 9, 1998.

b. On August 8, 1998, the Department published the Draft Environmental Impact Report (hereinafter "DEIR") and provided public notice in a newspaper of general circulation of the availability of the DEIR for public review and comment and of the date and time of the Planning Commission public hearing on the DEIR; this notice was mailed to the Department's list of persons requesting such notice.

c. Notices of availability of the DEIR and of the date and time of the public hearing were posted near the project site by Department representatives on August 10, 1998.

d. On August 8, 1998, copies of the DEIR were mailed or otherwise delivered to a list of persons requesting it, to those noted on the distribution list in the DEIR, to adjacent property owners, and to government agencies.

- 2) The Commission held a duly advertised public hearing on said Draft Environmental Impact Report on September 10, 1998, at which opportunity for public comment was given, and public comment was received on the DEIR. The period for acceptance of written comments ended on September 10, 1998.
- 3) The Department prepared responses to comments on environmental issues received at the public hearing and in writing during the 33-day public review period for the DEIR, prepared revisions to the text of the DEIR in response to comments received or based on additional information that became available during the public review period, and corrected errors in the DEIR. This material was presented in a "Draft Summary of Comments and Responses," published on October 23, 1998, which was distributed to the Commission and to all parties who commented on the DEIR, and was available to others upon request at Department offices.
- 4) A Final Environmental Impact Report has been prepared by the Department, consisting of the Draft Environmental Impact Report, any consultations and comments received during the review process, any additional information that became available, and the Summary of Comments and Responses all as required by law.
- 5) Project Environmental Impact Report files have been made available for review by the Commission and the public. These files are available for public review at the Department offices at 1660 Mission Street, and are part of the record before the Commission.
- 6) On November 5, 1998, the Commission reviewed and considered the Final Environmental Impact Report and found that the contents of said report and the procedures through which the Final Environmental Impact Report was prepared, publicized and reviewed comply with the provisions of CEQA, the CEQA Guidelines and Chapter 31.
- 7) The Planning Commission hereby does find that the Final Environmental Impact Report concerning File No. 97.834E: Lesbian, Gay, Bisexual, Transgender Community Center, 1800 Market Street reflects the independent judgment of the City and County of San Francisco, is adequate, accurate and objective, and that the Summary of Comments and Responses contains no significant revisions to the Draft Environmental Impact Report, and hereby does **CERTIFY THE COMPLETION** of said Final Environmental Impact Report in compliance with CEQA and the CEQA Guidelines.
- 8) The Commission, in certifying the completion of said Final Environmental Impact Report, hereby does find that the project described in the Environmental Impact Report, would not result in any significant adverse environmental impacts.

PLANNING COMMISSION

File No. 97.834E
Assessor's Block 871, Lot 14
Motion No. 14724
Page Three

I hereby certify that the foregoing Motion was ADOPTED by the Planning Commission at its regular meeting of November 5, 1998.

Jonas Ionin
Commission Secretary

AYES: Commissioners Chinchilla, Mills, Hills, Antenore, Joe and Martin

REF 711.57 L563f

NOES: None

ABSENT: Commissioner Theoharis

ADOPTED: November 5, 1998

Lesbian, Gay, Bisexual,
Transgender Community
[1998]

San Francisco Planning Department

**LESBIAN, GAY, BISEXUAL,
TRANSGENDER
COMMUNITY CENTER
(1800-1814 MARKET STREET)**

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CHAPTER I

SUMMARY

A. PROJECT DESCRIPTION (p. 8)

The proposed project is the development of the Lesbian, Gay, Bisexual, Transgender Community Center on an 11,000-square-foot triangular-shaped lot at 1800-1814 Market Street, on the northwest corner of Market, Octavia, and Waller Streets, in San Francisco. The Community Center would be developed by

- rehabilitating the existing historically significant 1800-1806 Market Street Carmel Fallon Building City Landmark No. 223, for use as Community Center offices and ancillary uses, and constructing a new five-story building adjoining the existing building. The Community Center would have approximately 41,000 square feet of space and would be up to about 65 feet in height. The Community Center would include a cafe, retail space, a reading and exhibit room, business services, an auditorium, a kitchen, meeting spaces, offices, storage, and other ancillary uses. The existing building, which was constructed in 1894 and is referred to as the Carmel Fallon Building, has approximately 6,600 square feet of space
- and is three stories tall. The existing building is designated City Landmark No. 223 and has been
- determined to be eligible for listing on the National Register of Historic Places. Rehabilitation of the Carmel Fallon Building would require that a Certificate of Appropriateness be approved by the San Francisco Planning Department or Commission, on the advice of the Landmarks Preservation Advisory Board.

The existing Carmel Fallon Building is currently vacant; a book shop was in the first floor until mid-1997 and two residential units on the upper floors have been vacant since about 1993. The project site also formerly included a used car lot and a private club, both of which have been demolished.

B. MAIN ENVIRONMENTAL EFFECTS

This environmental impact report, for the San Francisco Lesbian, Gay, Bisexual, Transgender Community Center at 1800-1814 Market Street, focuses on the issues of cultural resources, specifically historic architectural resources and archaeological resources, and traffic and circulation. The historic architectural resource issue relates to the proposed project's effects on the historical significance of the

- Carmel Fallon Building, a City landmark that has been determined to be eligible for listing on the National Register of Historic Places. The archaeological resource issue is focused on the potential for subsurface resources to be discovered at the project site during construction activities. All other potential environmental effects were found to be at a less-than-significant level or to be mitigated to a less-than-significant level with mitigation measures

to be implemented by the project sponsor. (Please see the Initial Study, included in this document as Appendix A, for analysis of issues other than cultural resources and traffic and circulation.)

CULTURAL RESOURCES

HISTORIC ARCHITECTURAL RESOURCES (p. 29)

The project is rehabilitation and adaptive reuse of the Carmel Fallon Building and construction of a new building adjacent to the historic structure. Rehabilitation of the Carmel Fallon Building includes

- restoration and limited replacement, where necessary, of second and third story windows on Market, Octavia, and Waller Streets (with new acoustic glazing in all windows); restoration of the west ground-floor storefront on Market Street, replacement of the east storefront with a historically compatible facade, and placement of fixed acoustical glazing in all storefront windows and in the existing main entrance on Market Street (the existing steps will be removed); removal of the existing billboard on Octavia Street and restoration of this ground floor facade, with placement of fixed acoustical glazing in
- the storefront window and installation of a sign identifying the Community Center; compatible replacement of existing Waller Street doors, which would become emergency exits; and repair, restoration, and replacement of siding as needed (the Market and Octavia Street facades are anticipated to require more restoration and replacement than the Waller Street facade, owing to greater exposure to weather and the need to remove siding on the former two facades for seismic strengthening).

Based on review by an independent preservation architect, the project would generally be in compliance with the Secretary of the Interior's *Standards for Rehabilitation*; this report recommended further review as the project designs are developed to ensure maximum consistency with the *Standards*, which are widely used to determine whether a project may have an adverse effect on a historic property. It is not certain that the project would be consistent in every respect with the Secretary's *Standards*, and there may be disagreement among some observers on some details of the project as the design is developed. Mitigation would reduce related impacts to a less-than-significant level, so that the project would not have a significant adverse environmental impact on the Carmel Fallon Building.

ARCHAEOLOGICAL RESOURCES (p. 32)

Earthmoving activities, including potential excavation, associated with the construction of the new building and of a new foundation for the Carmel Fallon Building could result in the discovery of archaeological resources at the project site that could be associated with the nearby Mission Dolores. If important archaeological resources were encountered and affected by the project, the potentially significant impact would be mitigated through documentation and recovery.

TRAFFIC AND CIRCULATION (p. 34)

The project would generate a total of about 8,120 daily person trips(all net new), of which about 770 trips would occur during the p.m. peak hour. Vehicle trips would total about 215 in the p.m. peak hour. Five intersections were analyzed for potential traffic impacts, including four signalized intersections on Market Street: at Laguna/Guerrero, Octavia/McCoppin, Gough/Haight, and

Franklin/Page Streets, and a stop sign controlled intersection of Haight and Octavia Streets. All five currently operate at acceptable levels of service (LOS D or better) during the p.m. peak hour, and would continue to do so with the addition of project-generated traffic, with no deterioration in operating conditions. Cumulative (2015) traffic conditions were analyzed assuming traffic growth at the study intersections of 0.5 percent per year, with local traffic patterns adjusted to account for the planned reopening of the Oak Street freeway on-ramp. Four of the five study intersections would remain at acceptable LOS D or better, while one, Market/Laguna/Guerrero, would deteriorate to LOS E, which is unacceptable. Project traffic would represent less than 2 percent of total traffic volume at this intersection in 2015, and would not contribute substantially to these unacceptable conditions.

In the p.m. peak hour, the project would generate about 170 new transit trips, about 112 inbound and 58 outbound. Because of the distance to transit service other than MUNI, all project transit trips were assumed to be made on MUNI, including those that would also be made on another transit carrier. The 18 MUNI routes that serve the project area currently operate with an aggregate p.m. peak-period average capacity utilization of 0.81, and all but one line operate within MUNI's established performance standards of 100 percent capacity utilization, which assumes standees on each type of transit vehicle. There are about 230 buses (about 120 buses in the peak direction) on the lines serving the project area in the p.m. peak hour. The additional riders generated by the project would be dispersed among several transit lines and would not measurably affect existing service, although the project would contribute to cumulative increases in transit ridership and an incremental increase in capacity utilization.

The project would create a total midday, weekday parking demand of about 44 spaces, which could be accommodated by the approximately 230 total available midday, off-street parking spaces within the study area. The U.C. Extension lot, one block away, typically has more than 100 spaces available during the midday period. When evening events held in the project's auditorium, demand would be generated for up to 140 spaces in the area (assuming a sold-out auditorium event). This additional demand would be absorbed by the 403 available off-street parking spaces in the study area during weekday evenings. However, persons attending events may be inconvenienced, particularly at night, because most off-street parking facilities are located three to five blocks from the site, and it is likely that drivers would circle the study area to find parking as close as possible. In addition, the Central Freeway could deter people from parking east of the freeway to avoid walking in the area, particularly at night. Based on the San Francisco Planning Code (Sections 151 through 161), the proposed project is required to provide 79 off-street parking spaces, plus three disabled and four bicycle parking spaces. No parking is proposed, and the project sponsor is requesting a variance from the off-street parking requirements of the Planning Code.

During the projected 12-month construction period, tentatively scheduled to begin in late 1998, temporary and intermittent transportation impacts would result from truck movements to and from the project site during demolition, excavation and construction activities associated with construction of the proposed new building. Construction would not require full-time closures of adjacent sidewalks or streets; however temporary, short-term obstructions of these sidewalks and streets would occur.

In summary, the project would not result in a significant impact on transportation, circulation or parking.

C. AREAS OF CONTROVERSY AND ISSUES TO BE RESOLVED

The primary area of controversy associated with the proposed project has been whether the Carmel Fallon Building would be rehabilitated and adaptively reused as part of the project or demolished. A conceptual agreement signed by the Community Center Board of Directors, the Friends of 1800 Market, and The Foundation for San Francisco Architectural Heritage, has resolved this issue in favor of rehabilitation of the Carmel Fallon Building. Final design drawings and therefore all details of the proposed rehabilitation scheme are not available at this time, but are assumed to fall within parameters described herein.

The Planning Commission (or Board of Supervisors on appeal) will decide whether to approve or disapprove the proposed project after review and certification of the EIR. In selecting or rejecting project alternatives, decision makers may also use other information in the public record.

D. MITIGATION MEASURES (p. 39)

MEASURES PROPOSED AS PART OF THE PROJECT

- Prior to the start of work on the Carmel Fallon Building, the project sponsor shall document, with photographs and drawings, the pre-construction condition of the historic structure.
- The project sponsor shall carry out the rehabilitation of the Carmel Fallon Building in compliance with the agreement between the Community Center Board of Directors, the Friends of 1800 Market Street, and The Foundation for San Francisco Architectural Heritage, and, to the maximum extent feasible, with the Secretary of the Interior's *Standards for Rehabilitation*. To assist in these efforts, a preservation architect shall be retained to review the final design drawings and to consult with the project sponsor's design team on an as-needed basis.
- Given the location of the project and the possibility that archaeological resources would be encountered on the project site, the sponsor would retain the services of an archaeologist. The archaeologist would first determine, in conjunction with Environmental Review Officer (ERO), whether the archaeologist should instruct all excavation and foundation crews on the project site of the potential for discovery of cultural and historic artifacts, and the procedures to be followed if such artifacts are uncovered.

The archaeologist would then design and carry out a program of on-site monitoring of all ground-disturbing activities, during which (s)he would record observations in a permanent log. The monitoring program, whether or not there are finds of significance, would result in a written report being submitted first and directly to the ERO, with a copy to the project sponsor. The ERO would also require cooperation of the project sponsor in assisting such further investigations on site as may be appropriate prior to or during project excavation, even if this results in a delay in excavation activities. During the monitoring program, the project sponsor would designate one individual on site as his/her representative. This representative would have the authority to suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources should they be encountered.

Should evidence of cultural resources of potential significance be found during the monitoring program, the archaeologist would immediately notify the ERO, and the project sponsor would halt

any activities that the archaeologist and the ERO jointly determine could damage such cultural resources. Ground-disturbing activities that might damage cultural resources would be suspended for a total maximum of four weeks over the course of construction.

After notifying the ERO, the archaeologist would prepare a written report to be submitted first and directly to the ERO, with a copy to the project sponsor, that would contain an assessment of the potential significance of the find and recommendations for what measures should be implemented to minimize potential effects on archaeological resources. Based on this report, the ERO would recommend specific additional mitigation measures to be implemented by the project sponsor.

Mitigation measures might include a site security program, additional on-site investigations by the archaeologist, and/or documentation, preservation, and recovery of cultural material. Finally, the archaeologist would prepare a draft report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration and/or recovery program was conducted.

Copies of all draft reports prepared according to this mitigation measure would be sent first and directly to the ERO for review. Following approval by the ERO, copies of the final report(s) would be sent by the archaeologist directly to the President of the Landmarks Preservation Advisory Board and the Northwest Information Center of the California Historical Resources Information System. Three copies of the final archaeology report(s) shall be submitted to the Office of Major Environmental Analysis (MEA) of the Planning Department, accompanied by copies of the transmittals documenting its distribution to the President of the Landmarks Preservation Advisory Board and the Northwest Information Center.

- The project sponsor would require the contractor(s) to sprinkle demolition sites with water during demolition, earthmoving and construction activities; sprinkle unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material; and sweep surrounding streets during demolition and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose.

E. ALTERNATIVES TO THE PROPOSED PROJECT (p. 43)

ALTERNATIVE A: NO PROJECT

This alternative would entail no change to the site, which would remain in its existing condition. No rehabilitation of the Carmel Fallon Building would occur and no Community Center project would be developed at the project site. If the No Project Alternative were implemented, archaeological impacts of the project as proposed would not occur, nor would there be any transportation effects of the proposed project, nor other effects described in the Initial Study.

This alternative would preserve the option to develop the project site in the future with a larger or smaller development. Such a development could include the demolition of the Carmel Fallon Building.

ALTERNATIVE B: CONSTRUCTION OF NEW COMMUNITY CENTER WITHOUT REHABILITATION OF CARMEL FALLON BUILDING

Under this alternative, the Community Center Board would construct a new building only on the vacant western portion of the project site, providing about 41,000 sq. ft. of space for the same Community Center program as is proposed with the project. The new building would be up to six stories (about 80 feet) in height. The Community Center Board could continue to own the Carmel Fallon Building or could sell the structure; the existing building and its site would not be part of the project under this alternative.

This alternative would result in no direct adverse effect on the Carmel Fallon Building. Unlike the project, this alternative would not rehabilitate the historic structure, and accordingly, the Carmel Fallon Building could continue to deteriorate, as with the No Project Alternative. Also as with the No Project Alternative, a future project could be proposed that would include demolition of the Carmel Fallon Building.

Construction-related effects on subsurface cultural resources would be similar to those of the proposed project, since this alternative would include construction of a new structure of comparable size to that of the project.

Under this alternative, the Community Center program would be very similar to that of the proposed project, and therefore, transportation effects would also be the same or similar as those of the project. Effects described in the Initial Study, related to the intensity of development, would be similar to those of the project. With a taller building, visual effects would be greater than those of the project, but would be less than significant.

ALTERNATIVE C: DEMOLITION OF THE CARMEL FALLON BUILDING AND CONSTRUCTION OF A NEW COMMUNITY CENTER BUILDING

During the schematic planning and design stage for the project, the Community Center Board considered demolishing the Carmel Fallon Building and constructing a new 41,000 sq. ft. building at the project site to serve as the Community Center. Although not the preferred alternative, this alternative is analyzed in the EIR because it is possible that during subsequent design development, the currently proposed project, including rehabilitation of the Carmel Fallon Building, could prove to be infeasible.

● This alternative would result in an unavoidable, significant, adverse effect on historic architectural resources, in that it would result in the loss of the Carmel Fallon Building, a City landmark which has been determined eligible for listing in the National Register of Historic Places.

As with Alternative B, construction-related effects on subsurface cultural resources would be similar to those of the proposed project, since this alternative would include construction of a new structure of comparable size to that of the project.

As with Alternative B, transportation effects would also be the same or similar as those of the project, because the Community Center program would be similar to that of the project. Effects described in the Initial Study, related to the intensity of development, would be similar to those of the project.

CHAPTER II

PROJECT DESCRIPTION

A. SITE LOCATION AND PROJECT CHARACTERISTICS

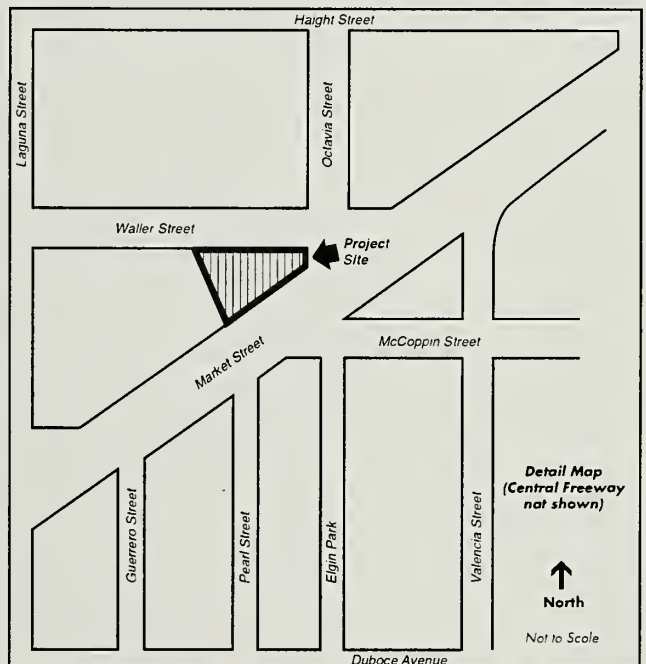
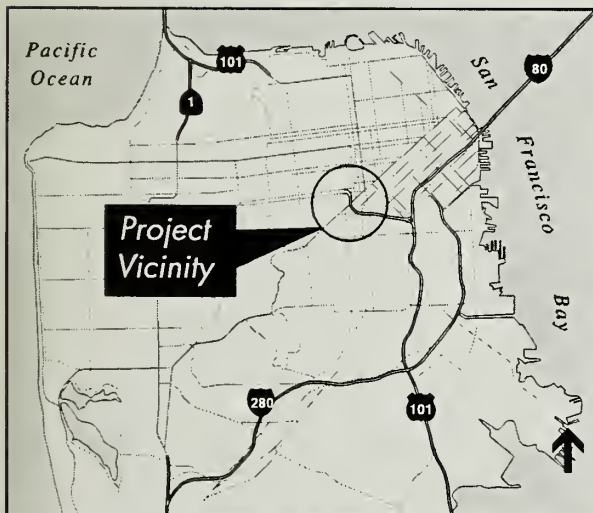
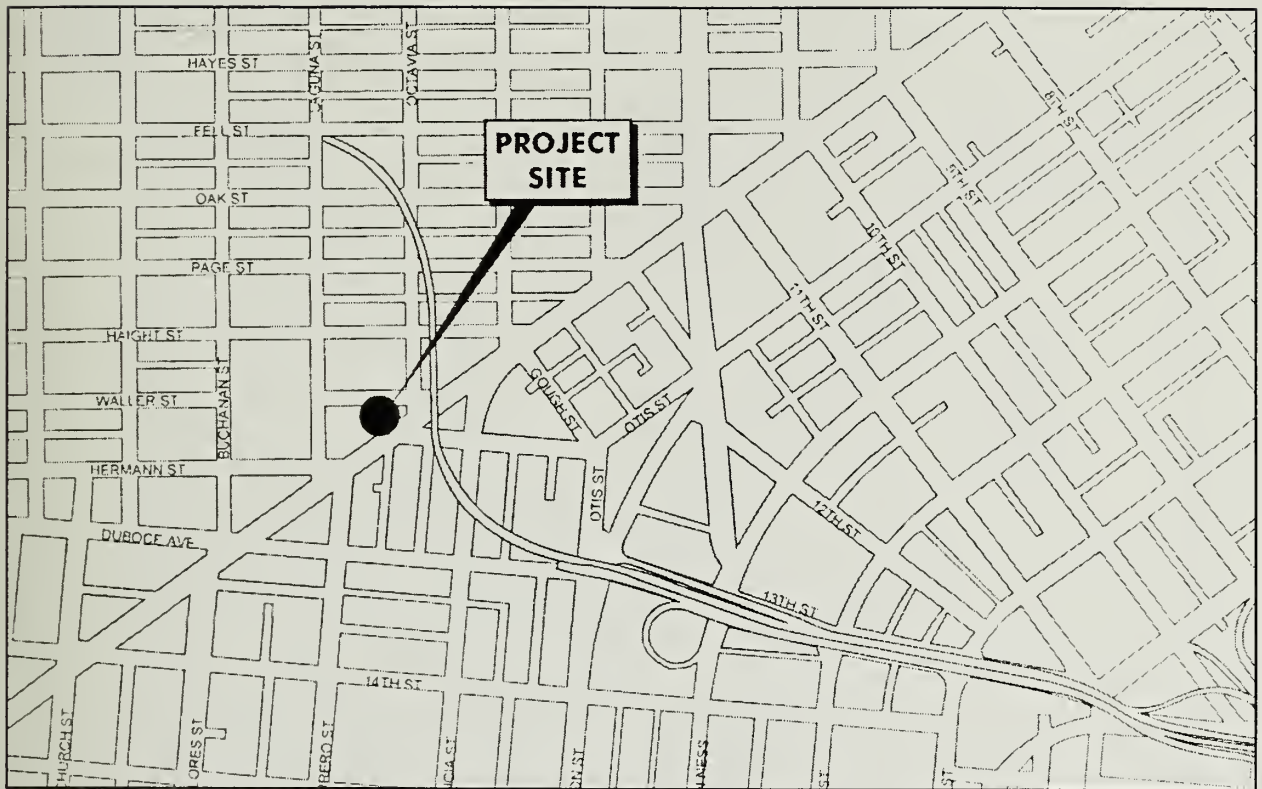
The project site is at 1800-1814 Market Street in San Francisco, on the northwest corner of Market, Octavia, and Waller Streets (see Figure 1, p. 9). The surrounding land uses are primarily residential and commercial. In the immediate site vicinity are neighborhood commercial/retail uses, multi-family residential buildings, and other institutional uses, including the University of California Extension Center on Laguna Street, the First Baptist Church and the International Christian School on Waller Street, and the Mount Trinity Baptist Church, Jews for Jesus, and the San Francisco Law School on Haight Street.

The approximately 11,000-square-foot site consists of Lot 14 in Assessor's Block 871 and is occupied by a three-story structure, the Carmel Fallon Building, containing approximately 6,600 sq. ft. of floor area. The project site formerly also included a used car lot and a private club, both of which have been demolished. Figure 2, p. 10, shows the site plan, and Figure 2A presents the ground floor plan.

The project would rehabilitate and adaptively reuse the existing Carmel Fallon Building and construct a new five-story, approximately 34,400-sq.-ft. building immediately adjacent on the west. Together, the rehabilitated building and the new building would constitute the San Francisco Gay, Lesbian, Bisexual, Transgender Community Center. The project would provide about 41,000 sq. ft. of space, including a cafe, retail space, a reading and exhibit room, business services, an auditorium, a kitchen, meeting spaces, offices, storage, and other ancillary uses.

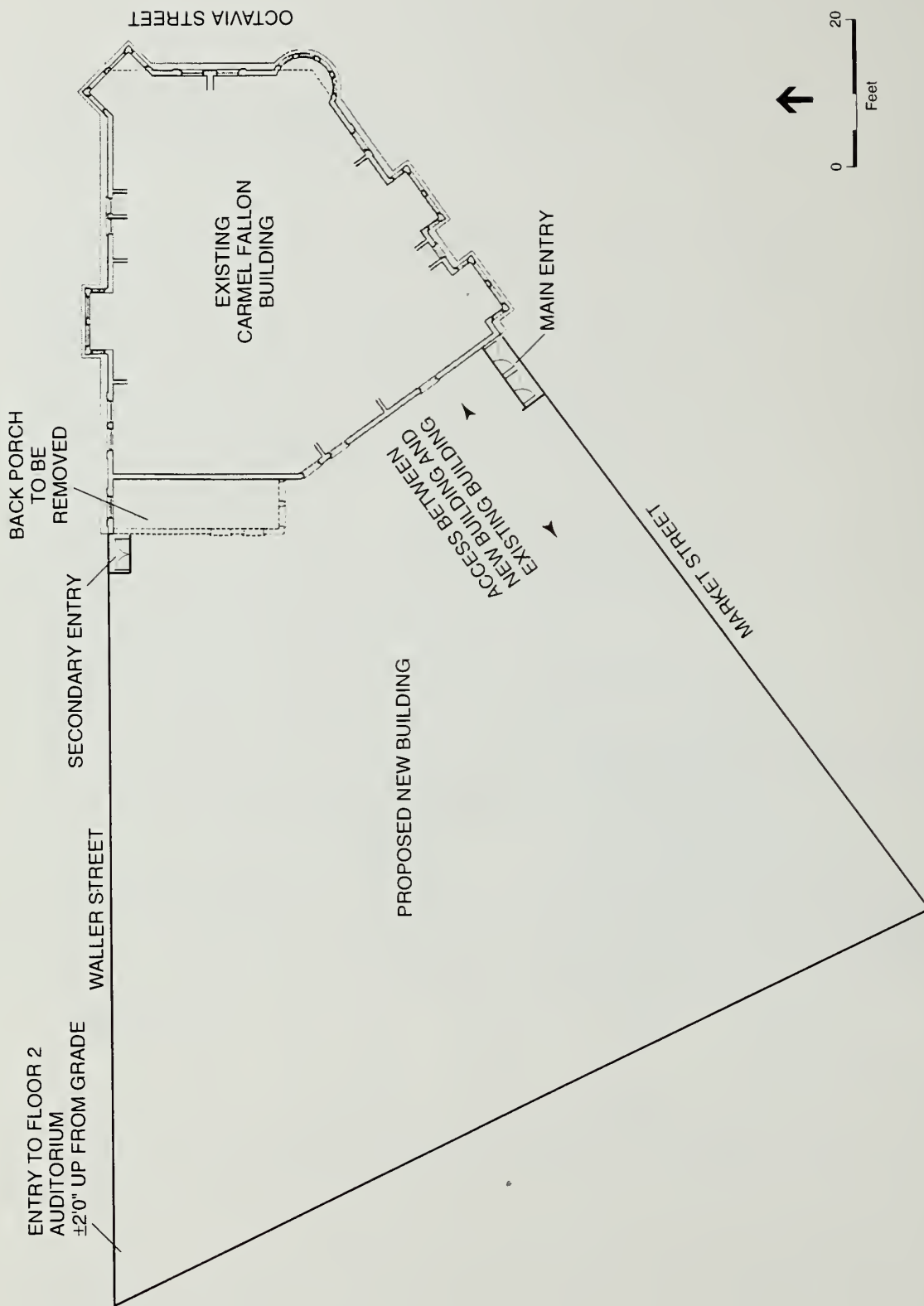
Entry to the Community Center, including the Carmel Fallon Building, would be via doorways within the new structure, on Market Street and Waller Street, immediately west of the existing building. Existing doorways in the Carmel Fallon Building would be closed off, and there would be no entry to the Community Center through the existing building. Figures 3 and 4, pp. 11 and 12, depict existing and proposed ground floor plans, respectively, of the portion of the Carmel Fallon Building nearest the Market and Octavia Street facades.

The design for the rehabilitation of the Carmel Fallon Building has been the subject of discussions between the San Francisco Community Center Board of Directors (the project sponsor), Cee/Pfau Collaborative (the project sponsor's architect), Friends of 1800 Market (an advocacy group for the preservation of the Carmel Fallon Building), The Foundation for San Francisco's Architectural Heritage ("Heritage," an advocacy group for preserving San Francisco's historic structures and resources), Page & Turnbull (a preservation architecture firm), and the San Francisco Planning Department and Landmarks Preservation Advisory Board. These discussions resulted in a written agreement signed by the San Francisco Community Center Board of Directors, Friends of 1800 Market, and Heritage that



Case No. 97.834E: Lesbian, Gay, Bisexual, Transgender Community Center (1800-1814 Market Street) ■
 SOURCE: Environmental Science Associates; Wilbur Smith Associates

Figure 1
 Project Location



WALLER STREET

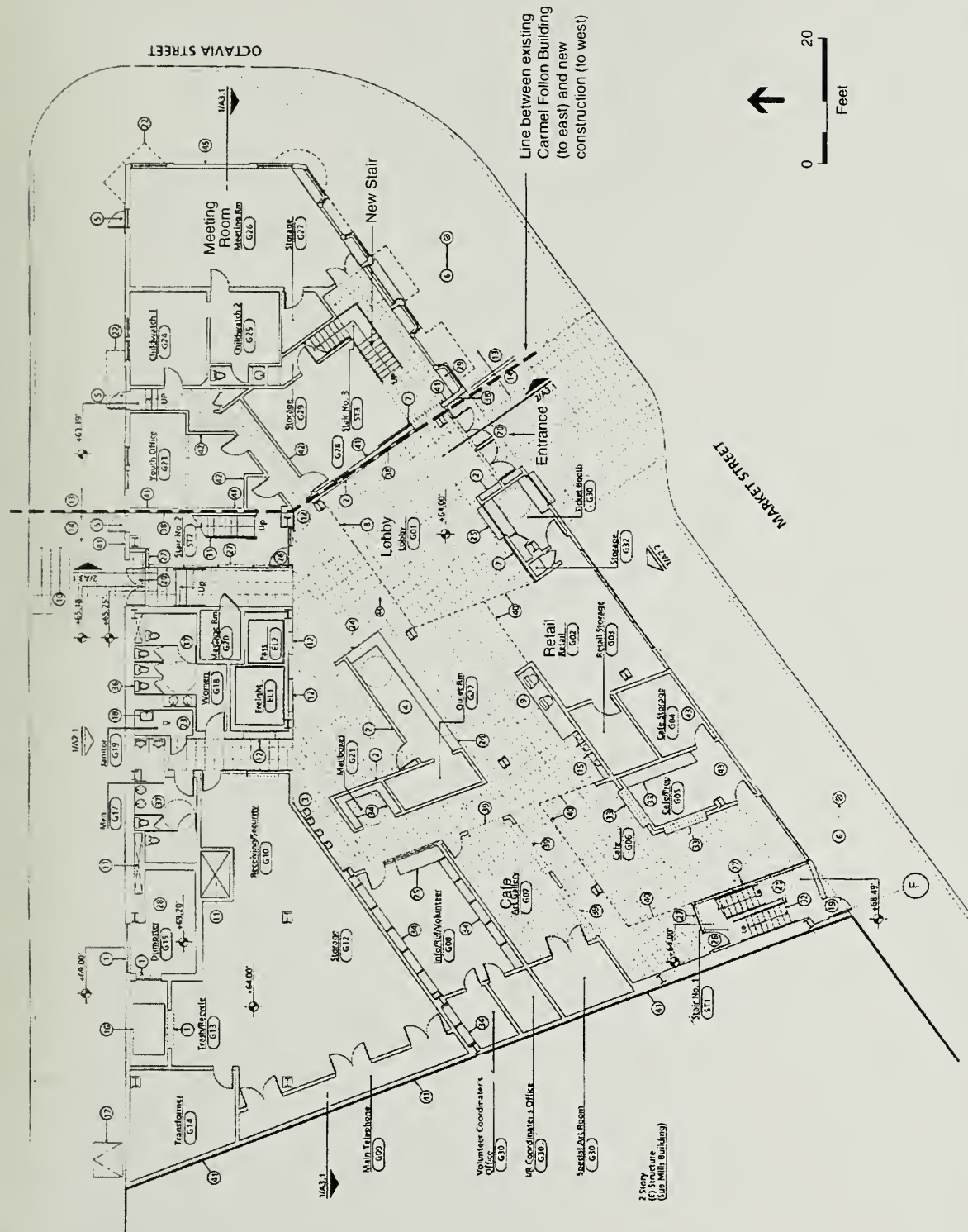
OCTAVIA STREET

MARKET STREET

Line between existing
Carmel Follon Building
(to east) and new
construction (to west)

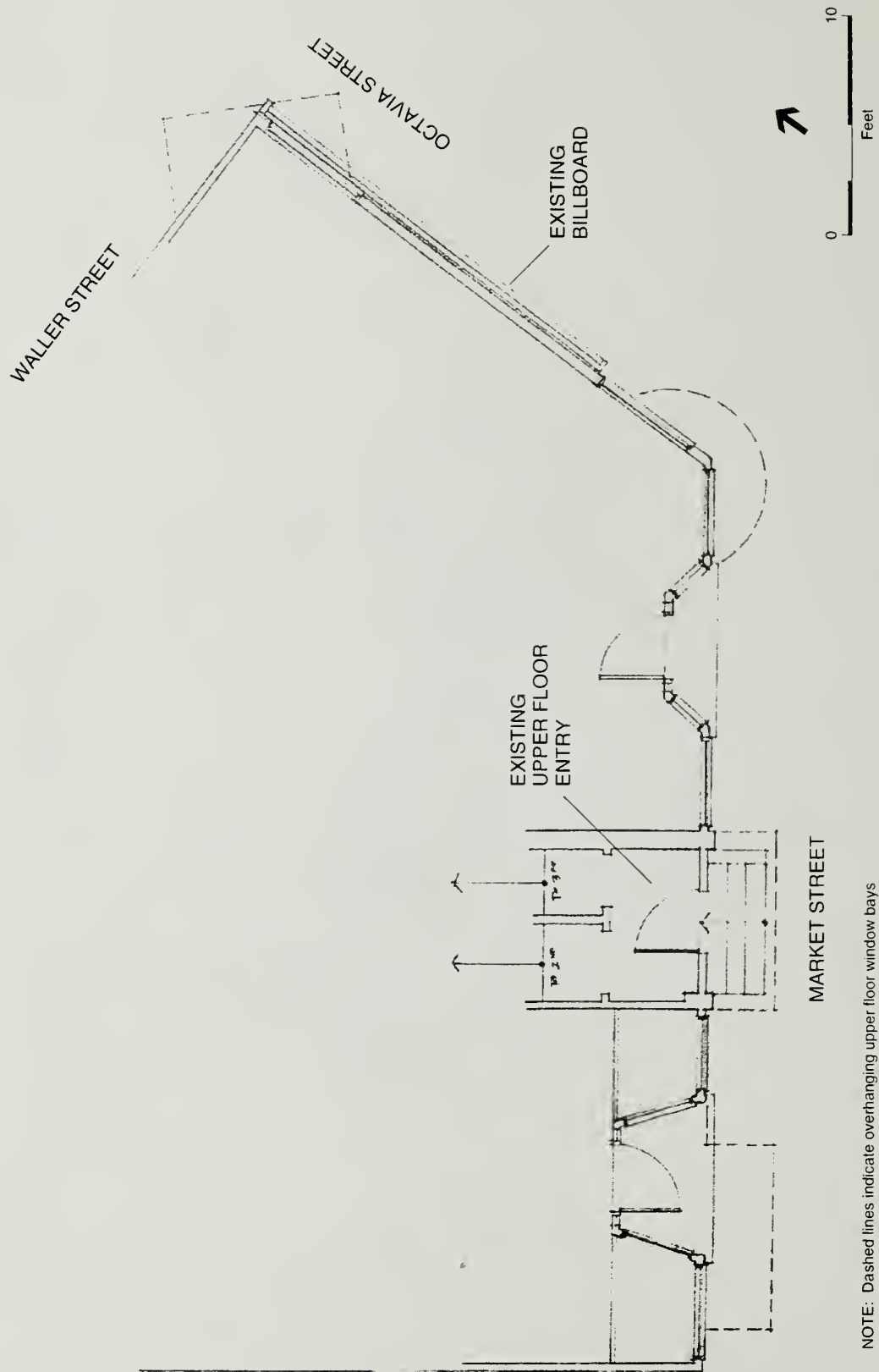


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Feet



Case No. 97.834E: 1800-1814 Market Street
Figure 2A
Proposed Ground Floor Plan

SOURCE: Cee/Plan Collaborative

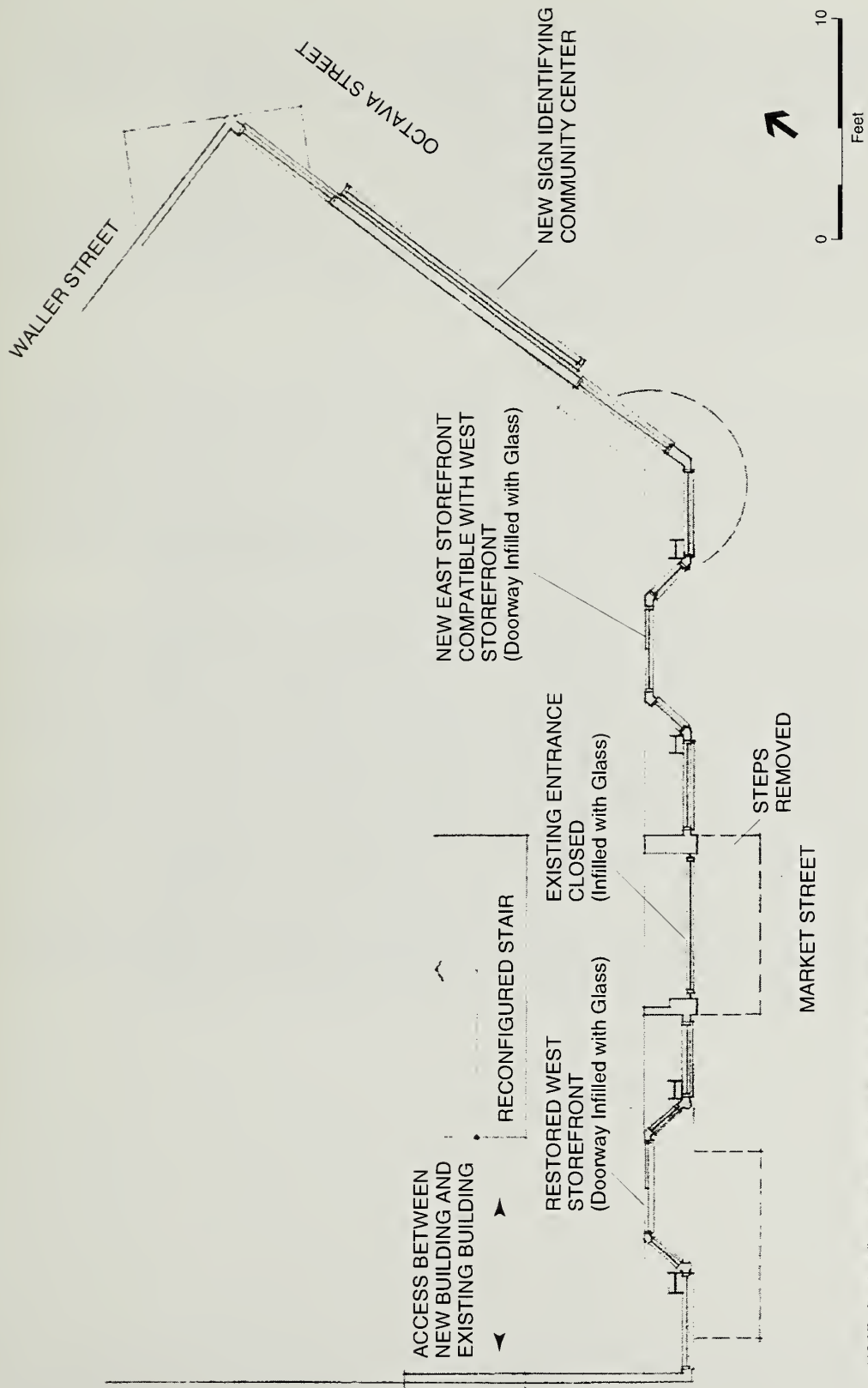


SOURCE: Cee/Pfau Collaborative

Case No. 97.834E: 1800-1814 Market Street

Figure 3

Existing Ground Floor Perimeter Plan of Carmel Fallon Building
(Market and Octavia Streets)



NOTE: Dashed lines indicate overhanging upper floor window bays

Case No. 97.834E: 1800-1814 Market Street

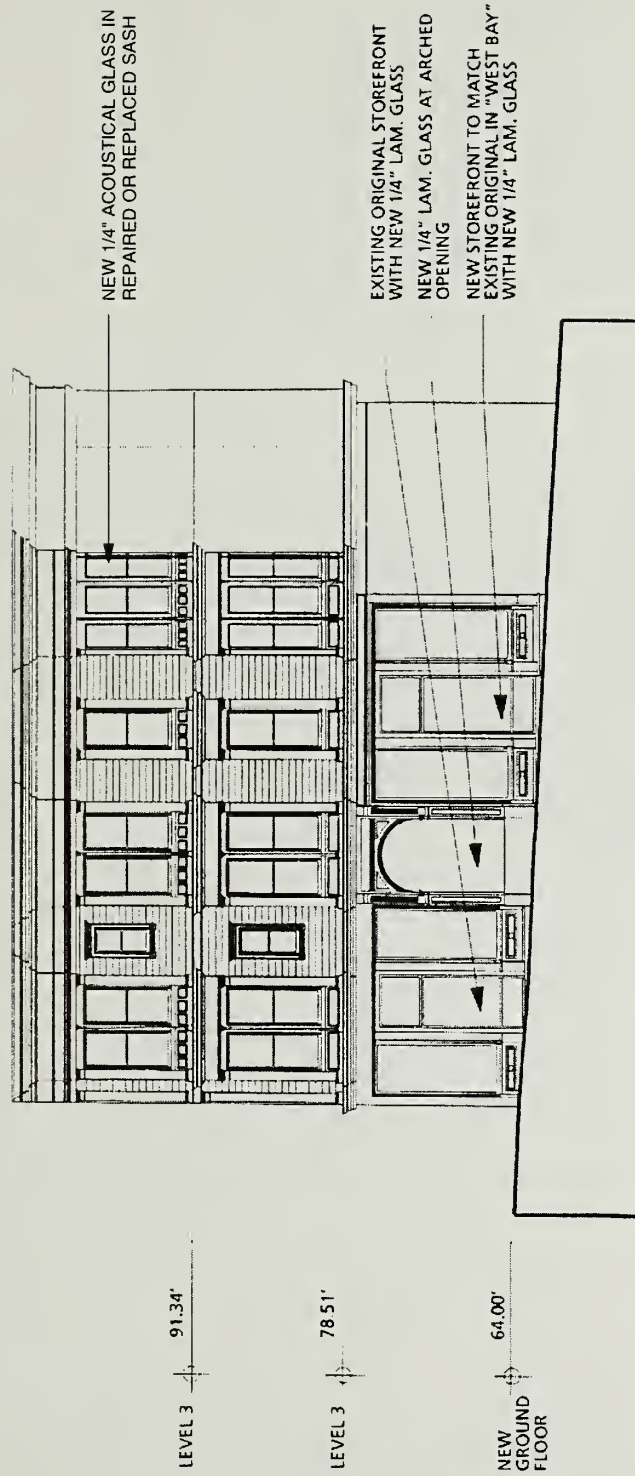
SOURCE: Cee/Plau Collaborative

Figure 4
Proposed Ground Floor Perimeter Plan of Carmel Fallon Building
(Market and Octavia Streets)

describes the nature of the process agreed to for designation of the Carmel Fallon Building as a City landmark and for the review of the exterior schematic design elevations developed by Cee/Pfau Collaborative and Page and Turnbull.¹ In addition, these parties agreed to the following elements in the approach for rehabilitation and reuse of the Carmel Fallon Building:

- The use of the building would change from residential units above ground-floor retail space to community center use on all three floors. (A special-interest retail shop would exist within the Community Center, but is anticipated to be located in the interior of the existing Carmel Fallon Building and would not have direct street access; the existing storefronts would be converted to other community center uses, as described on p. 8.)
- The existing second and third floor window sashes on the Market, Octavia, and Waller Street elevations (south, east, and north elevations, respectively) would be repaired (or in a limited number of cases where sashes are missing, broken, or severely damaged, replaced) and fixed in place. Existing 1/8-inch glass would be replaced with 1/4-inch laminated glass (for acoustic purposes). The existing window surrounds would be restored, repaired, and/or replaced with matching pieces. Figures 5, 6, and 7, pp. 14, 15, and 16, show the proposed Market, Octavia, and Waller Street elevations, respectively.
- The westerly of the two existing storefronts on Market Street would be restored and modified by reducing the setback of the existing entry way by approximately 18 inches in depth, making the entryway similar to the other existing retail entry opening to the east. The easterly storefront, which retains less of its original character than the other, would be replaced with a new storefront that would be comparable in architectural detail to the historic facade. Existing glass in the storefront windows would be replaced with 1/4-inch laminated glass (for acoustic purposes). Existing doors would also be replaced with inoperable windows. Replacement, restoration, and repair of siding and existing moldings would occur, as necessary (see Figure 5).
- The entry arch on the Market Street elevation would be restored. The existing steps leading to the entry would be removed and acoustic glass installed within the entry arch. Behind the glass, a display area would be created (see Figure 5).

¹ Information on the rehabilitation of the Carmel Fallon Building is excerpted from the report titled Presentation to the Architectural Review Committee of the Landmarks Preservation Advisory Board prepared by Cee/Pfau Collaborative, May 20, 1998. A copy of this report is available for public review in Project File No. 97.834E at the San Francisco Planning Department, 1660 Mission Street, San Francisco.

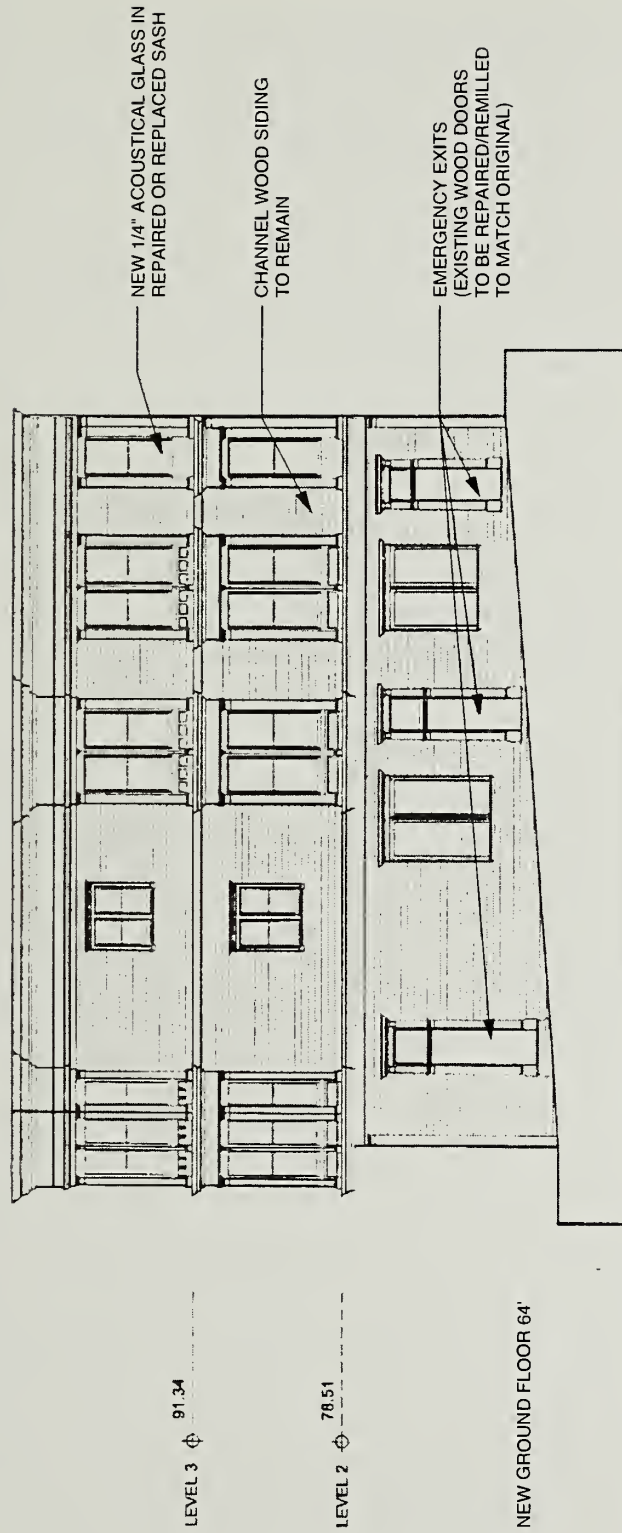


Case No. 97-834E; Lesbian, Gay, Bisexual, Transgender Community Center (1800-1814 Market Street) ■

SOURCE: Cee/Plau Collaborative

Figure 5 (Revised) ●

Proposed South (Market Street)
Elevation of Carmel Fallon Building



Case No. 97.834E: Lesbian, Gay, Bisexual, Transgender Community Center (1800-1814 Market Street)

Figure 7 (Revised)

Proposed North (Waller Street)
Elevation of Carmel Fallon Building

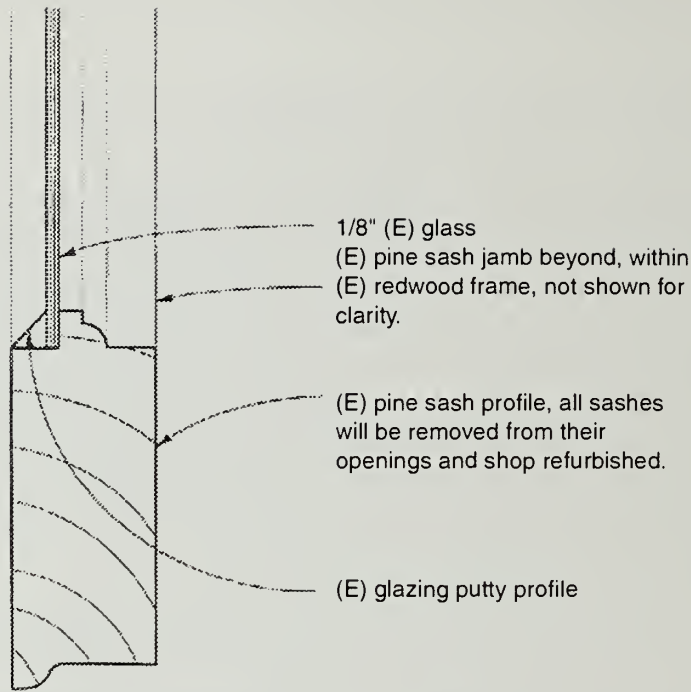
SOURCE: Cee/Prau Collaborative

- The existing ground floor, which comprises six distinct levels, would be replaced with one continuous floor level at the same level of the main entry to the Community Center in the new building. This would result in the window sill of the easterly of the two Market Street storefronts being raised approximately 3 inches to accommodate the new ground floor level.
- The existing billboard on the Octavia Street elevation would be removed and the existing siding would be restored. The existing storefront windows on this elevation would be replaced with 1/4-inch laminated glass (for acoustic purposes). Replacement of siding and existing moldings on the Octavia Street elevation would occur, as necessary. Signage for the Community Center would be placed on the restored siding (see Figure 6, p. 15).
- The existing doors on the Waller Street elevation (north elevation) would be replaced with comparable doors and would become emergency exits. The siding on this elevation would be restored and only minimal amounts of siding would be removed in this restoration process (see Figure 7, p. 16).
- The existing structurally unsound back porch on the west side of the building would be removed. The west wall of this portion of the existing building would become an interior wall upon completion of the new Community Center (see Figure 2, p. 10); it would retain exterior cladding.
- In order to construct a new foundation for the existing building, it is anticipated that portions of the Market and Octavia Street facades, including the ground-floor storefronts and the existing entry, would be removed and then reinstalled following foundation work and seismic strengthening, including construction of shear walls.

As described above, some of the primary physical design changes to the existing Carmel Fallon Building are associated with the existing upper-story windows of the building. Figure 8 presents the existing and proposed window profiles for the three principal facades of the Carmel Fallon Building. As noted, all windows would be fitted with acoustical glass to reduce noise transmission from the outside.

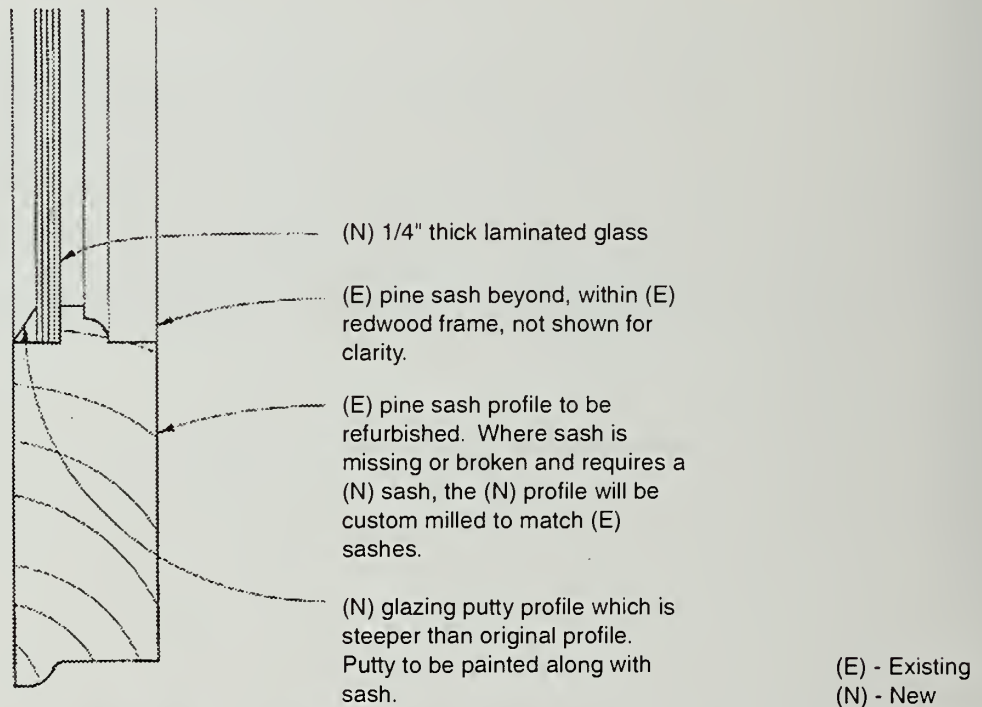
- The new building would cover the remaining western portion of the lot and would adjoin the Carmel Fallon Building. The main entrance of the Community Center would be on the Market Street side of the new building, immediately west of the historic building, and access to the interior spaces of the Carmel Fallon Building would be through the new building. The existing interior stairway in the Carmel Fallon Building, which currently leads to the Market Street entrance, would be reconfigured so that it would provide access between the new structure and the upper levels of the historic building. The new building would be four stories tall and approximately 56 feet in height to the roof. Total street frontage of the project (including the new building and the existing building) along Market Street would be approximately 147 feet. No parking or loading spaces would be included as part of the project. Figure 9, p. 19, presents a model of the proposed project, depicting the principal (Market Street) facade of the proposed new building, and showing the existing Carmel Fallon Building in

- the foreground. Figure 9A, p. 19a, shows the project's Market Street facade, and Figure 9B, p. 19b, presents a sectional view, looking east towards the existing building.
- As currently designed, the new building would be of modern design and materials, but would take certain cues in the design of its principal Market Street facade from the historic Carmel Fallon Building. Specifically, the second and third floors of the new building would be at the same height as those floors in the existing building (the second floor of the new structure would include a stepped-down multi-purpose room), and horizontal aluminum bands across the glass curtain wall of the Market Street facade would be at the same height as the cornice lines between floors of the Carmel Fallon Building. In addition, the fourth floor roof terrace of the building and its aluminum railing would match with the heights of the third floor cornice and the parapet, respectively, of the Carmel Fallon Building. The remainder of the fourth floor of the new building would be set back so that, from the sidewalk below, the two buildings would have the same apparent height. (See Figure 9A, p. 19a.)
- Where the new building would meet the old, the new structure would feature a sloping setback of translucent material, at the base of which would be the Community Center's main entrance. This setback would be about 20 feet deep, providing a clear break between the new structure and the Carmel Fallon Building (see Figure 9, p. 19). The translucent "skin" would cover the entire fourth floor of the new structure and would extend up to 8 feet above the building roof to screen rooftop mechanical equipment (see Figure 9).
- The design of the new building depicted in Figures 9, 9A, and 9B is schematic in nature and subject to further refinement based on Planning Department review, public input, and input of the Landmarks Preservation Advisory Board and of the Planning Commission, as well as further work by the architects and the Community Center Board. Design refinements would not alter the overall scale and massing of the building or substantially change its relationship to the landmark Carmel Fallon Building. (As noted under Historic Architectural Resources Impacts, p. 31, the Landmarks Board has reviewed the design of the new building and passed a motion of support, finding the design compatible with the landmark Carmel Fallon Building.)



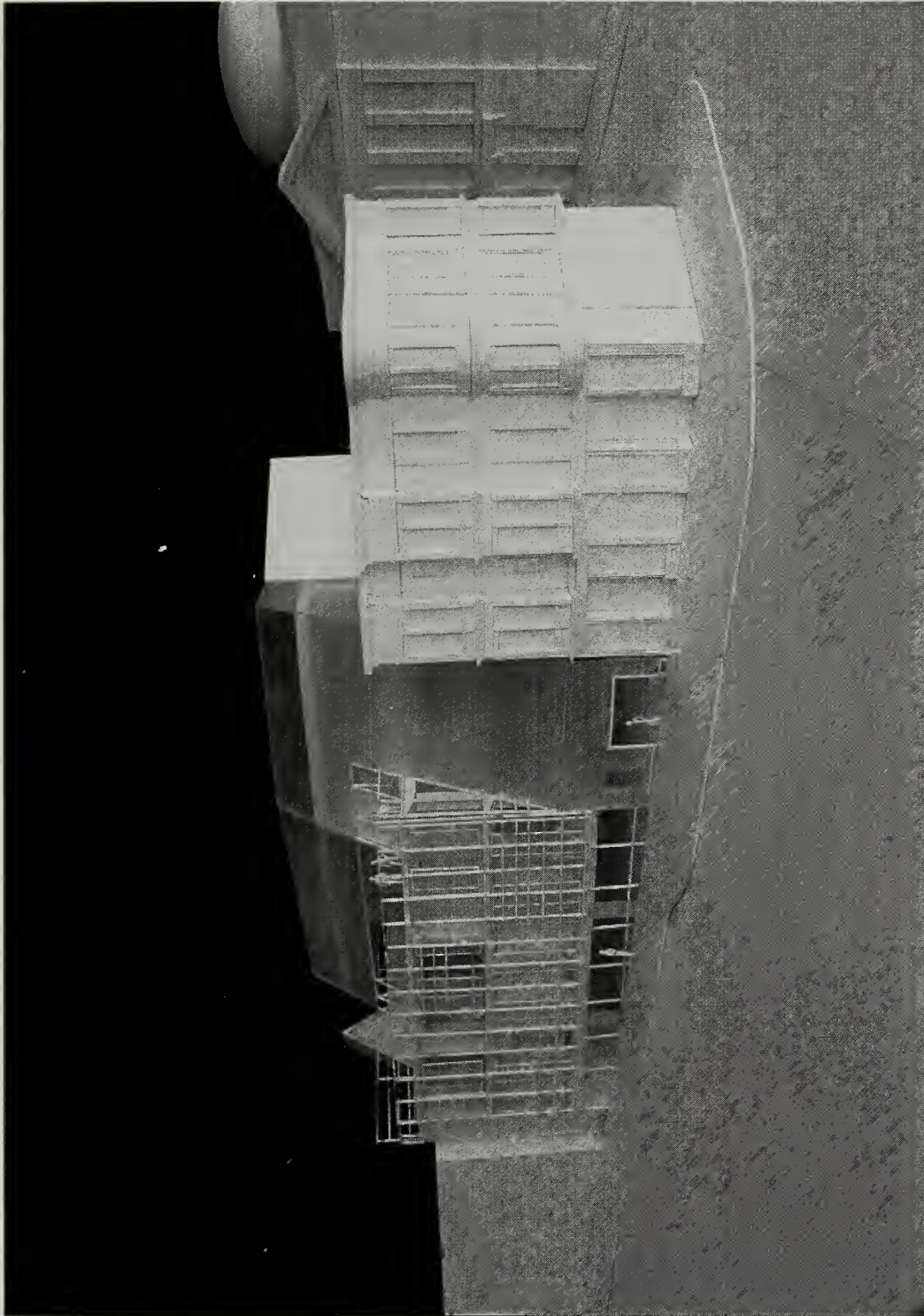
Existing Sash Profile at Typical Queen Anne Double Hung Window

Scale: 6"=1'-0"



New Proposed Sash Profile at Typical Queen Anne Double Hung Window

Scale: 6"=1'-0"



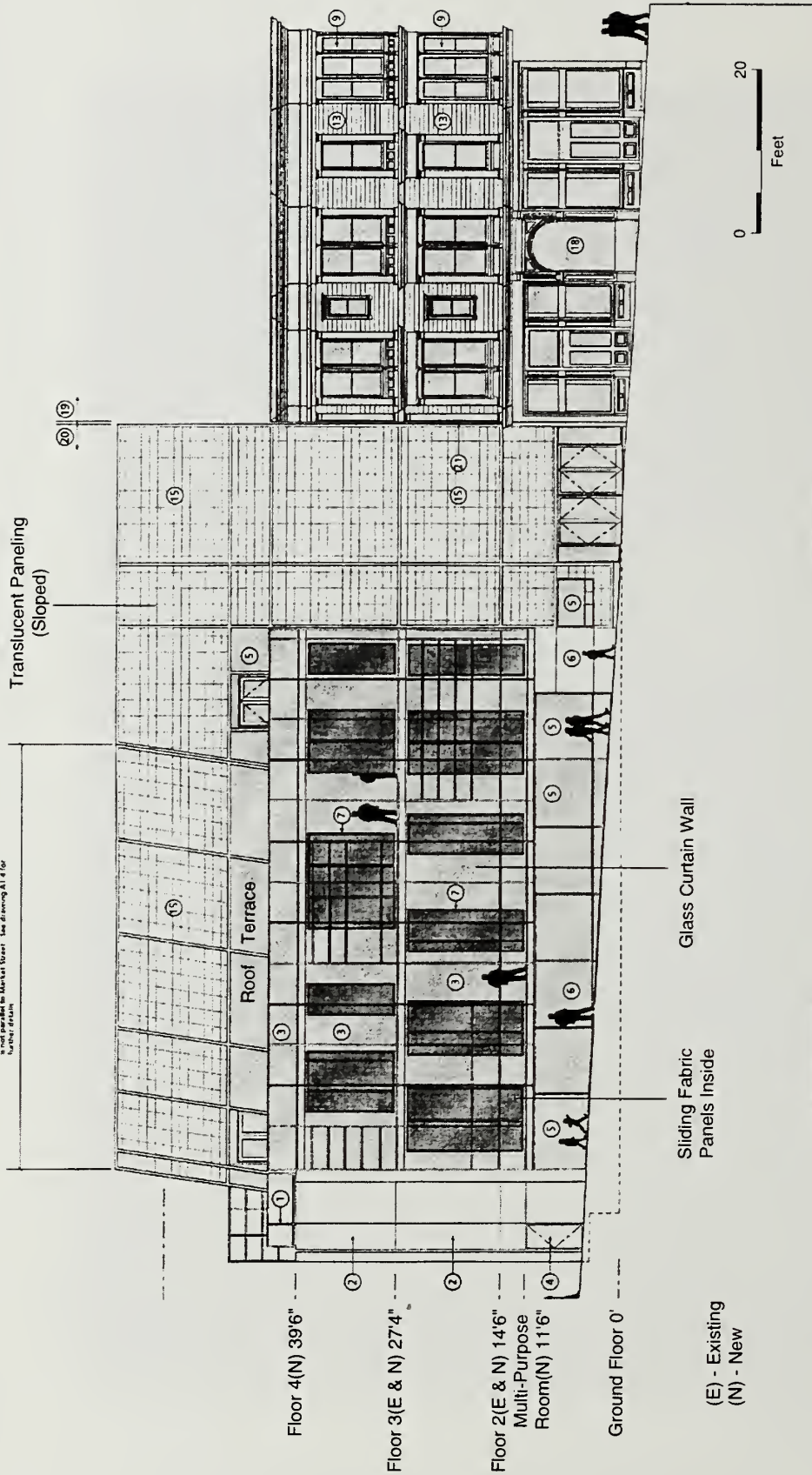
NOTE: Design of new building is schematic as of October 1998 and is subject to refinement.

Case No. 97.834E: Lesbian, Gay, Bisexual, Transgender Community Center (1800-1814 Market Street)

SOURCE: Cee/Prau Collaborative

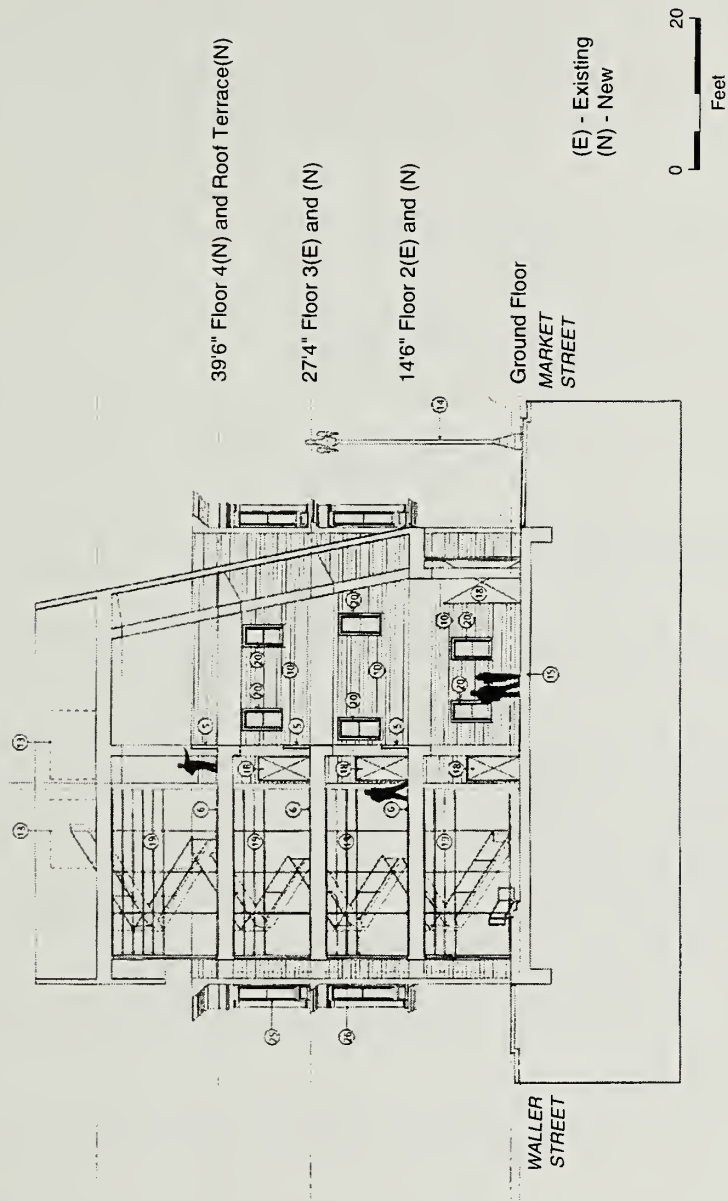
Figure 9 (Revised)
Photograph of Project Model
Showing Current Design

This portion of elevation shows a new building and is not intended to be a final drawing. See drawing A1 & B for further details.



NOTE: Design of new building is schematic as of October 1998 and is subject to refinement.

SOURCE: Cee/Pfau Collaborative



NOTE: Design of new building is schematic as of October 1998 and is subject to refinement.

SOURCE: Cee/Pfau Collaborative

Case No. 97.834E: 1800-1814 Market Street

Figure 9B

Section-Elevation Looking East Through
New Building to Existing Carmel Fallon Building

- The Carmel Fallon Building is rated “3” in San Francisco’s 1976 Architectural Survey (where “5” is the highest ranking). In 1997, the State Office of Historic Preservation determined that the building is eligible for listing on the National Register of Historic Places. On July 16, 1998, the Planning
- Commission recommended that the building be designated a City landmark. The landmark designation was approved by the Board of Supervisors on September 28, 1998 and signed by the Mayor on October 9, 1998.

Project construction would take about one year. Project construction is expected to begin in mid- to late-summer 1999, with occupancy planned for 2000.

B. PROJECT SPONSOR’S OBJECTIVES

The primary objective of the project sponsor is to provide a community center of at least 41,000 sq. ft. for San Francisco’s Lesbian, Gay, Bisexual and Transgender community and visitors. The project sponsor intends for the Community Center to provide offices, meeting and gathering spaces, economic development activities, information outlets, and social spaces, including a cafe, for this community. No such community center currently exists in San Francisco.

Among the site selection criteria used by the Community Center Board of Directors were that the Community Center be located on a major street with good transit access and in a neighborhood whose population includes a substantial portion of members of the lesbian, gay, bisexual and transgender community, such as the Castro, Hayes Valley, or Mission Districts. The site was to be at least 10,000 sq. ft. in size, preferably including a corner lot to enhance the Center’s visibility, and zoned to allow for a community center as a principal permitted use. The Board’s preference at the start was to undertake new construction rather than renovation of an existing structure to provide for maximum flexibility in accommodating the desired program. Finally, it was necessary that the site owner was willing to extend the non-profit Community Center adequate time to raise funds to purchase the site, a factor that precluded acquisition of a site as quickly as a private buyer.

The Community Center Board spent approximately one year of site investigation prior to settling on the 1800-1814 Market Street site.

C. PROJECT APPROVAL REQUIREMENTS AND GENERAL PLAN POLICIES

This EIR will undergo a public comment period as noted on the cover, including a public hearing before the Planning Commission on the Draft EIR. Following the public comment period, responses to written and oral comments will be prepared and published in a Draft Summary of Comments and Responses document. The Draft EIR will be revised as appropriate and, with the Draft Summary of Comments and Responses, presented to the Planning Commission for certification as to accuracy, objectivity, and completeness. Certification of the EIR may be appealed to the Board of Supervisors. No approvals or permits may be issued before the Final EIR is certified.

APPROVALS

- The proposed project would require issuance of a Certificate of Appropriateness by the Planning Department or Planning Commission, on the advice of the Landmarks Preservation Advisory Board, for alterations to the Carmel Fallon Building, City Landmark No. 223. The proposed project would comply with the Planning Code requirements concerning height in the NC-3 (Moderate-Scale Neighborhood Commercial) District and the 80-A Height and Bulk District in which it is located. The project requires a parking variance and possibly a density variance in that it may exceed the 3.6:1 floor-area ratio for an NC-3 District. The project also requires Conditional Use Authorization to develop a lot of 10,000 sq. ft. or greater, to develop a non-residential building of 6,000 sq. ft. or greater, and to exceed the bulk limits above 40 feet in height: in the "A" bulk district, the Planning Code limits the maximum building length to 110 feet and the maximum diagonal plan dimension to 125 feet, for portions of the building above 40 feet. In addition, the rehabilitation of the existing Carmel Fallon Building requires Conditional Use Authorization for converting the residential use to a community center use. The project would require a building permit from the Department of Building Inspection.

The Planning Commission would hold a public hearing to consider the project application under Section 303(c) for authorization of a Conditional Use and under Article 10 for a Certification of Appropriateness, and would adopt a motion approving, approving with conditions, or disapproving the project. At the same public hearing, the variance application(s) would be heard by the Zoning Administrator.

On November 4, 1986, the voters of San Francisco passed Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the Planning Code and established eight Priority Policies. These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service sectors from commercial office development and enhancement of resident employment and business ownership; maximization of earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project which requires an Initial Study under the California Environmental Quality Act (CEQA), or adopting any zoning ordinance or development agreement, the City is required to find that the proposed project is consistent with the Priority Policies. The motion for the Conditional Use and the Variance decisions will contain the analysis determining whether the project is in conformance with the Priority Policies.

GENERAL PLAN

The San Francisco *General Plan*, which provides general policies and objectives to guide land use decisions, contains some policies that relate to physical environmental issues. The Planning Commission would review the project in the context of applicable objectives and policies of the *General Plan*. Some of the key objectives and policies are noted here.

COMMUNITY FACILITIES ELEMENT

- Objective 3, Policy 1, to “Provide neighborhood centers in areas lacking adequate community facilities.”
- Objective 3, Policy 2, to “Assure that neighborhood centers complement and do not duplicate existing public and private facilities.”
- Objective 3, Policy 4, to “Locate neighborhood centers so they are easily accessible and near the natural center of activity.”
- Objective 3, Policy 7, to “Program the centers to fill gaps in needed services, and provide adequate facilities for ill-housed existing services.”
- Objective 3, Policy 8, to “Provide neighborhood centers with a network of links to other neighborhood and citywide services.”
- Objective 4, Policy 1, to “Assure the neighborhood participation in the initial planning, ongoing programming, and activities of multi-purpose neighborhood centers.”

COMMERCE AND INDUSTRY ELEMENT

- Objective 2, Policy 3, to “Maintain a favorable social and cultural climate in the city in order to enhance its attractiveness as a firm location.”
- Objective 6, Policy 8, to “Preserve historically and/or architecturally important buildings or groups of buildings in neighborhood commercial districts.”
- Objective 7, Policy 2, to “Encourage the extension of needed health and educational services, but manage expansion to avoid or minimize disruption of adjacent residential areas.”

URBAN DESIGN ELEMENT

- Objective 1, Policy 3, to “Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.”
- Objective 2, Policy 4, to “Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.”
- Objective 2, Policy 5, to “Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.”
- Objective 2, Policy 6, to “Respect the character of older development nearby in the design of new buildings.”
- Objective 2, Policy 7, to “Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco’s visual form and character.”

CHAPTER III

ENVIRONMENTAL SETTING AND IMPACTS

A. ZONING AND LAND USE

The Initial Study concluded that the project would not have adverse land use impacts. Land use setting information is included in the EIR for informational purposes, to orient the reader.

The 11,000-sq.-ft. project site currently is occupied by a three-story building formerly containing retail and residential uses and by a former used car sales lot and private club. Land use in the project vicinity is primarily devoted to commercial and residential land uses. In the immediate site vicinity are neighborhood commercial/retail uses, multi-family residential buildings, and other institutional uses, including the U.C. Extension Center on Laguna Street, the First Baptist Church and the International Christian School on Waller Street, and the Mt. Trinity Baptist Church, Jews for Jesus, and the San Francisco Law School on Haight Street.

The Planning Code, which incorporates by reference the City Zoning Maps, governs land uses, densities and configuration of buildings within San Francisco. Permits to construct new buildings or to alter or demolish existing ones may not be issued unless the proposed project conforms to the Code or an exception is granted pursuant to provisions of the Code.

The Planning Code describes an NC-3 District as a moderate-scale neighborhood commercial district consisting of a wide variety of comparison and specialty goods and services to a population greater than the immediate neighborhood (Section 712.1). Typically, an NC-3 District is a linear district located along heavily trafficked thoroughfares which also serve as major transit routes.

The proposed Community Center would be a principal permitted use, as a “large institution,” in an NC-3 District. Upper story residential conversion to a large institution would require Conditional Use Authorization.²

In addition, the project would need Conditional Use Authorization from the Planning Commission for development of a lot of 10,000 square feet or larger and for construction of a building of 6,000 square feet or larger, and to exceed the bulk limit above 40 feet in height. Above 40 feet, the project’s maximum horizontal dimension would be about 122.25 feet and the maximum diagonal dimension

² In an NC-3 District, conversion of second story residential units to large institutional use requires Conditional Use Authorization. Under a Planning Code Amendment approved by the Planning Commission in July 1998 and pending before the Board of Supervisors, conversion of vacant residential units on the third story and above to large institutional use would be allowed, as a conditional use, in historic buildings found eligible for listing on the National Register of Historic Places, if the institutional use is to be operated by a non-profit public benefit corporation. This pending Code change would apply to the proposed Community Center project, and is assumed in this analysis.

would be about 131 feet, whereas the Planning Code limits bulk above 40 feet in the 80-A Height and Bulk District to 110 feet in horizontal dimension and 125 feet in diagonal dimension unless the Planning Commission grants an exception.

The project would comply with the height limit of the 80-A Height and Bulk District in which buildings are permitted up to a height of 80 feet. A variance from the NC-3 District's Floor Area Ratio (FAR) of 3.6 to 1 may be required and a parking variance would be required since off-street parking would not be provided as part of the project.

Environmental plans and policies, like the Bay Area Air Quality Plan, directly address physical environmental issues and/or contain standards or targets that must be met in order to preserve or improve specific components of the City's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

B. CULTURAL RESOURCES

This section analyzes potential impacts on Historic Architectural Resources and Archaeological Resources. The Historic Architectural Resources setting is presented first, followed by impacts. The Archaeological Resources setting and impacts then follow, beginning on p. 29.

HISTORIC ARCHITECTURAL RESOURCES

SETTING

*PROJECT SITE*³

Carmel Fallon Building Construction and Condition

The Carmel Fallon Building is the only building on the project site. It is a three-story, wood-frame building in the Queen Anne architectural style. The building is set prominently on a gore lot and has a wedge-shaped, five-sided plan with façades on Market and Waller Streets and a narrow facade on Octavia Street (see Figure 10). The building has two storefronts on Market Street that are separated by the entrance to the upper floors. This entrance is through a large arched opening with floral carving on the front portico. The eastern storefront has been altered with the transom area filled in to form a sign band, but the western storefront appears to be original. The Waller Street elevation has three doorways and two pairs of windows at the street level. One door and four street-level windows have been covered with boards.

³ Information on the history and architecture of the existing Carmel Fallon Building is excerpted from the Historic Structure Report submitted to the Landmarks Preservation Advisory Board, prepared by Patrick McGrew Associates, Architects, December 1997, and the Primary Record form prepared for the State of California Department of Parks and Recreation. Copies of these assessments are available for public review in Project File No. 97.834E at the San Francisco Planning Department, 1660 Mission Street, San Francisco.



View of Octavia Street facade looking west



View of Market Street facade looking north

SOURCE: Environmental Science Associates

Case Number: 97.834E: Lesbian, Gay, Bisexual, Transgender Community Center (1800-1814 Market Street) ■

Figure 10
Project Site Photos

The upper floors of the Carmel Fallon Building are clad in drop siding and have a series of two-story bay windows on the street facades. Two rectangular bay windows face Market Street, one round bay window faces the corner of Octavia and Market Streets, one rectangular bay window is set on an angle facing the corner of Octavia and Waller Streets, and one rectangular bay window faces Waller Street. Each of the cornices above the second and third floor windows have wide frieze bands with applied plaster garlands and swag ornament. The windows are 1/1 double-hung and framed by pilasters. The top of the building has an ornate cornice with dentils.

History of Carmel Fallon Building

The building was constructed in 1894 for Carmel Fallon, who was a hotel owner in San Francisco. Carmel Fallon was the daughter of Simon Cota, a Spanish soldier, and Martina Castro Cota (later Lodge Depaux), daughter of Joaquin Ysidro Castro, the military governor of California under Mexican rule. Martina Castro was the first woman to receive a land grant, Rancho Soquel, in her own name. Carmel Castro was born in 1827 and was raised on Rancho Soquel. In 1849, Carmel Castro married Thomas Fallon, who was a member of Colonel John Fremont's expedition into California in 1843-1844. Thomas Fallon led a party to raise the American flag over San Jose in 1846 and was a member of Fremont's California Battalion. With the Gold Rush, Thomas Fallon became a merchant who ran a hotel, saddlery shop, and store on the Mission plaza in Santa Cruz. The Fallons sold this property and moved to Texas with their three children in 1852. In 1854, the Fallons returned to California; however, their three children had died of a fever. Thomas Fallon opened a saddle shop in San Jose and they built a grand home in San Jose (which survives today and has been rehabilitated by the City of San Jose and is reputed to be the oldest residence in the Italianate style in Santa Clara County). The Fallons prospered with real estate investments and Thomas Fallon served as mayor of San Jose in 1859 and later served as treasurer. During this time, the Fallons had six more children.

In 1876, Carmel Fallon reportedly found her husband in a "compromising" situation with their domestic servant and she attacked them both with a fireplace poker. (Both Thomas Fallon and the domestic servant survived the attack.) Carmel Fallon removed herself and her four unmarried children from the house in San Jose and filed for divorce the following day. Carmel Fallon received a sizable settlement that included property at Third and Minna Streets in San Francisco. Not much is known of Carmel Fallon's whereabouts for the next eighteen years. Thomas Fallon died in 1885 and left the bulk of his estate to his eldest daughter and youngest son.

By 1894 Carmel Fallon was living in San Francisco with or near several of her adult children. She commissioned San Jose architect Edward D. Goodrich to design a building on property at the corner of Market and Waller Streets. The design of the three-story building included the residence above retail shops as well as a coal and woodshed business. The property was typical of the mixed-use buildings constructed along Market Street in the 1890s.

One of the distinguishing characteristics of the Carmel Fallon Building is that it survived the 1906 earthquake and fire. The fire consumed the buildings across the street and southward from the Carmel Fallon Building. Carmel Fallon lived in the building during this time and it is known that four of her children also lived there in 1910. Carmel Fallon died in 1923 and was referred to as the oldest member

of the Native Daughters of California (a pioneer organization open to those who arrived in California before 1870). Upon her death, her surviving children and grandchildren litigated her estate until 1928, when a trust was created that was settled in 1976. The trust made donations in her honor to the San Francisco War Memorial Complex trust and a plaque bears her name today in the San Francisco Opera House.

Carmel Fallon's estate included two hotels, the Fallon Hotel, which was nearby at Market and Valencia Streets, and the Carmel Hotel, which was at Third and Minna Streets. By the time litigation of her estate was resolved, the Carmel Fallon Building had declined in value and the trustees of the estate sold the property in 1933 due to the cost of maintaining the property. The Carmel Fallon Building has remained relatively unchanged over the years as the greatest changes on Market Street occurred eastward to The Embarcadero.

Historic Significance of the Carmel Fallon Building

- The building was determined by the State Office of Historic Preservation (SHPO) to be eligible for listing on the National Register of Historic Places in 1997. To be eligible for listing on the National Register of Historic Places, a property must meet one or more of the four specific criteria associated with a significant theme or pattern in the history, architecture, archaeology, engineering, or culture of an area. A property may possess significance for its prehistoric or historic association with events (Criterion A), its prehistoric or historic association with significant persons (Criterion B), its embodiment of a type or form of construction or for aesthetic values, or its representation of the work of a master (Criterion C), or its yielding or potential to yield important information (Criterion D). Appendix B provides additional detail on these criteria.

SHPO's determination was made as part of analysis of the Central Freeway Replacement Project. In the Primary Record form prepared as part of a February 1997 Historic Architecture Survey report for the freeway project, Caltrans evaluators found that the building appeared eligible for the National Register under Criterion C, "as a remarkable surviving example of Queen Anne mixed-use architecture on Market Street." According to the Primary Record, "Despite the neglect of recent years and the installation of a large billboard in front of the store windows facing east, the building retains sufficient integrity of

- location, design, materials, workmanship, and feeling." SHPO concurred with the determination that the building is individually eligible for the National Register in a May 1997 letter to the Federal Highway Administration. SHPO had also concurred the previous year with a separate report that identified the Carmel Fallon Building as a contributor to a proposed Hayes Valley Historic District.

The San Francisco Planning Commission on July 16, 1998, approved a resolution recommending that the Carmel Fallon Building be designated a City landmark. Legislation approving local landmark status was passed by the Board of Supervisors on September 28, 1998, and signed by the Mayor on October 9, 1998. The case report for the building notes that it:

is significant as an essentially unaltered Queen Anne style, mixed using building which survived the 1906 earthquake fire (built 1894). It occupies a prominent position on the corner of its triangular block, a visual landmark on the incline of upper Market Street. Its excellent design makes an asset of the difficult site, a truncated gore. Three different

but complementary shapes of second and third floor bay windows artfully disguise the site's odd angles. One storefront is unaltered, and the other appears to lack only a few moldings; such intact 19th century storefronts are exceedingly rare; no others exist anywhere on Market Street. The whole structure is the oldest intact building on Market east of Castro.⁴

The case report rated the Carmel Fallon Building “excellent” in terms of age of construction, design, association with historic persons, and integrity; “very good” in terms of style, use/type/construction, interior, association with historical patterns, and continuity, setting and visual significance of physical context; and “good” in terms of its architect and its association with historic events. If these ratings were scored on the basis of the Heritage Downtown Survey, the building would receive the highest possible score of 90 points, and would be rated “A.” It should be noted that the historic structure report cited in Footnote 3 gave the building a score of 36 points on the same rating scale.

Between 1974 and 1976, the San Francisco Planning Department conducted a citywide survey of architecturally significant⁵ buildings, rating approximately the best 10 percent of San Francisco's buildings from a low “0” to a high of “5.” The inventory assessed the architectural significance of the surveyed structures from the standpoint of overall design and particular design features. Both contemporary and older buildings were included; historical associations were not considered. Each building was given two summary numerical ratings, one for architectural quality and one for overall architectural significance, urban design context, and environmental significance.⁵ (The latter rating is most commonly referred to.) In the estimation of the inventory participants, buildings rated “3” or higher represent approximately the best two percent of the City's architecture. The Carmel Fallon

● Building on the project site was rated a “3” in the 1976 citywide survey. The 1976 Planning Department architectural survey was a “windshield” survey that did not include a detailed analysis of the buildings surveyed.

PROJECT VICINITY

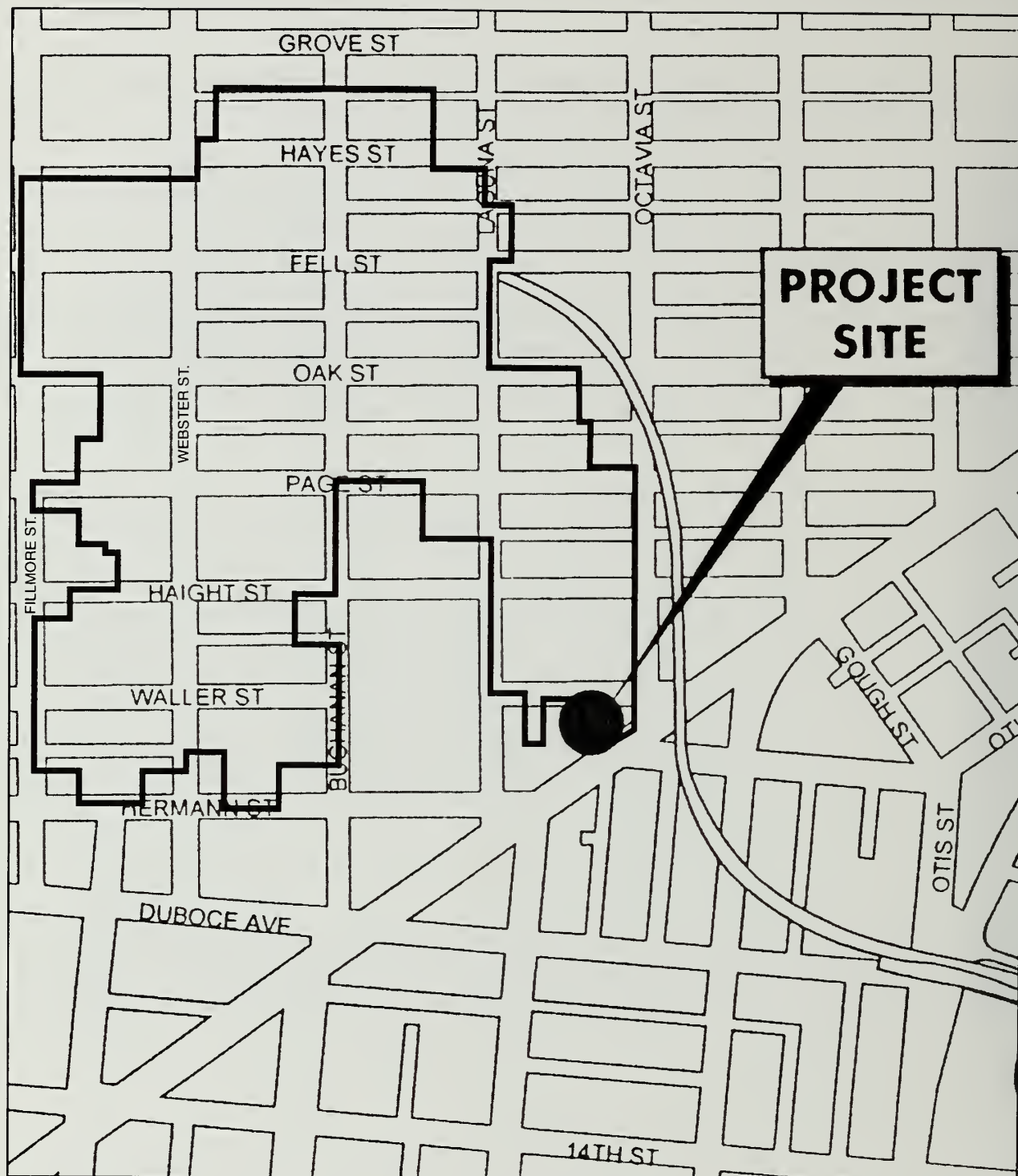
Historic architectural resources in the project vicinity include the McMorry-Lagan House at 188-198 Haight Street (City Landmark No. 164), which is approximately two blocks north of the project site, the Nightingale House at 201 Buchanan Street (City Landmark No. 47), which is approximately two blocks

⁴ San Francisco Landmarks Preservation Advisory Board, Case Report: Carmel Fallon Building, revised June 3, 1998. Prepared by Anne Bloomfield. This report is available for public review in Project File No. 97.834E at the San Francisco Planning Department, 1660 Mission Street, San Francisco.

⁵ This use of the word significant is to be differentiated from its use in the sense under CEQA that denotes an effect that constitutes a substantial adverse change in the physical environment. Significant, when used in reference to historic architectural resources, denotes a resource's importance, in that context.

west of the project site, and the U.S. Mint, which is listed on the National Register of Historic Places and is approximately three blocks west of the project site.

- The project site is located within the Hayes Valley Historic District, which the SHPO determined is eligible for listing in the National Register of Historic Places, and, as noted previously, the Carmel Fallon Building has been identified as a contributor to the historic district, which has a period of significance from the 1870s through the 1910s. The historic district includes about 380 contributory buildings, many of which survived the 1906 earthquake and fire, in an area generally bounded by Fillmore Street on the west, Grove Street on the north, Laguna and Octavia Streets on the east, and Waller and Hermann Streets on the south, excluding an intrusion between Buchanan and Laguna north to Page Street, occupied by the Hayes Valley housing projects and the University of California Extension Center (see Figure 11). The Carmel Fallon Building is at the extreme southeast corner of the historic district.



— Historic District Boundary



North

Not to Scale

SOURCE: Caltrans: Historic Property Survey for the Central Freeway Replacement Project, March 1997

Case No. 97.834E: Lesbian, Gay, Bisexual, Transgender Community Center (1800-1814 Market Street) ■

Figure 11 ●

Hayes Valley Historic District

IMPACTS

SIGNIFICANCE CRITERIA

A project is normally found to have a significant effect on the environment if it will substantially disrupt or substantially adversely affect a property of historic significance or conflict with the preservation of buildings subject to the provisions of Article 10 or Article 11 of the Planning Code.

CEQA Section 21084.1 states that “a project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment.” This section defines “historical resource” as one that is listed in, or determined eligible for listing in, the California Register of Historical Resources, and states that resources listed in a local register of historical resources “are presumed to be historically or culturally significant.” A “local register of historic resources” is defined in Public Resources Code Sec. 5020.1 as “a list of properties officially designated or recognized as historically significant by a local government pursuant to a local ordinance or resolution.” A “substantial adverse change” is defined in Public Resources Code Sec. 5020.1 as “demolition, destruction, relocation, or alteration such that the significance of an historical resource would be impaired.”

As noted in the Historic Architectural Resources setting, the Carmel Fallon Building has been

- determined by the State Office of Historic Preservation to be eligible for listing in the National Register
- of Historic Places As also noted, legislation designating the building a City landmark was passed by the Board of Supervisors on September 28, 1998, and signed by the Mayor on October 9, 1998. Designation as a landmark would be considered listing on a local register of historic resources, qualifying the building as a historic resources under CEQA Section 21084.1. Therefore, the Carmel Fallon Building is considered a historical resource for purposes of this report.

Planning Code Article 10, Preservation of Historical, Architectural and Aesthetic Landmarks, in its standards for granting of a Certificate of Appropriateness, states that work involving a landmark structure:

shall preserve, enhance or restore, and shall not damage or destroy, the exterior architectural features of the landmark The proposed work shall not adversely affect the special character or special historical, architectural or aesthetic interest or value of the landmark and its site, as viewed both in themselves and their setting (Section 1006.7(b)).

The Secretary of the Interior’s *Standards for the Treatment of Historic Properties* are widely used to determine whether a project may have an adverse effect on a historic property: a project that is consistent with the Secretary’s *Standards* would not normally be found to have a significant effect on the environment. The National Park Service uses the Secretary’s *Standards* and the accompanying Guidelines for implementing the standards in reviewing federal projects that involve Historic Properties. There are four sets of standards, for Preservation, Rehabilitation, Restoration, and Reconstruction. Of

the four, the *Standards for Rehabilitation* are most applicable to projects involving renovation and adaptive reuse of historic buildings, such as the Community Center project. The Park Service and the State Office of Historic Preservation also use the Secretary's *Standards for Rehabilitation* and the accompanying Guidelines in determining eligibility of rehabilitation projects for federal tax credits.⁶

IMPACT ASSESSMENT

Discussions between the San Francisco Community Center Board of Directors, Friends of 1800 Market, The Foundation for San Francisco Architectural Heritage (Heritage), and the San Francisco Planning Department and Landmarks Preservation Advisory Board (LPAB) have resulted in a proposed project that includes the rehabilitation of the Carmel Fallon Building. The rehabilitation would be completed in accordance with the agreement signed by these parties, which would result in the use of the Carmel Fallon Building as part of the Community Center without compromising the historic architectural integrity of the structure. Specifically, an agreement signed by the Community Center Board, Heritage, and Friends of 1800 Market resulted in the current design, including restoration of second and third story windows on Waller Street and replacement of second and third story windows on Market and Octavia Streets with historically compatible windows (with new acoustic glazing in all windows); restoration of the west ground-floor storefront on Market Street, replacement of the east storefront with a historically compatible facade, and placement of fixed acoustical glazing in all storefront windows and in the existing main entrance on Market Street (the existing steps will be removed); removal of the existing billboard on Octavia Street and restoration of this ground floor facade, with placement of fixed acoustical glazing in the storefront window and installation of a sign identifying the Community Center; retention of existing Waller Street doors, which would be sealed on the interior; and repair, restoration, and replacement of siding as needed (the Market and Octavia Street facades are anticipated to require more restoration and replacement than the Waller Street facade, owing to greater exposure to weather and the need to remove siding on the former two facades for seismic strengthening). These proposed renovations were presented to the LPAB during its consideration of the Carmel Fallon Building for City landmark status. The Board indicated that the alterations appeared to be consistent with the pending landmark status, and would likely meet the criteria for granting of a Certificate of Appropriateness, as described

- above under Significance Criteria. On October 22, 1998, the Landmarks Preservation Advisory Board voted to recommend to the Planning Commission that the proposed rehabilitation scheme for the landmark Carmel Fallon Building (City Landmark No. 223) be granted a Certificate of Appropriateness.

An independent preservation architect has reviewed the proposed project to determine whether it would be consistent with the Secretary of the Interior's *Standards for Rehabilitation*.⁷ This review (the "ARG Report") determined that the treatment of the Carmel Fallon Building, both exterior and interior, would

- generally be in compliance with the *Standards*.

⁶ There are two slightly different versions of the Secretary's Standards for Rehabilitation. The most recent version was prepared in 1992 as part of a revision of all four standards, and was codified in 1995 as 36 CFR Part 68. A 1990 version of the Standards for Rehabilitation, codified as 36 CFR Part 67, is mandatory for use in projects seeking to qualify for federal tax credits for renovation of historic properties. There are no substantive differences between the two, only minor changes in wording. This report uses the 1992 Standards for Rehabilitation.

- The ARG Report stated that replacement and repair of windows sashes and exterior siding and trim would be generally consistent with the *Standards* as long as the new elements “convey the same visual appearance” as the original. Alteration of the less historically important west side of the building, where it would abut the new structure, would also be consistent. Removal of the back porch on the west side of the building would be acceptable, in light of the *Standards*, given that this poorly constructed element must be removed to allow for adequate seismic connection between the Carmel Fallon Building and the new construction. In light of this, the ARG Report recommended that the Waller Street facade of the porch be retained (as is proposed with the project). The proposed work on the Market Street storefronts, including replacement of doors with fixed glass, renovation of the west storefront and reconstruction of the east storefront, and raising the window sill height of the east storefront by approximately 3 inches to accommodate a proposed single uniform ground floor level, appears to be generally compatible with the *Standards*, provided that the work use historic materials and elements to the greatest extent possible, as is proposed with the project. As for interior changes, the ARG report recommended retaining and reusing historic elements of the existing stairway and, in general, minimizing the alteration of original spaces and partitions to the maximum extent feasible, including restoring and reinstalling trim that must be removed for seismic and other work. Generally, the project would retain most interior spaces, and the ARG Report found that the major change – reconfiguration of the interior stairway to serve the new building rather than the Carmel Fallon Building’s Market Street entrance – would be an acceptable alteration in light of program and disability access requirements, as long as the new portions of the stairway are carefully detailed to integrate with the remaining historic stair and the historic interior.
- The new four-story building adjoining the Carmel Fallon Building should be, consistent with the *Standards*, clearly differentiated from the historic structure but also compatible in terms of mass, materials, relationship of solids to voids (pattern of fenestration), and color, and should not destroy character-defining features of the historic building. The ARG Report found that the design of the new building would provide a clear and complementary transition between new and old, particularly on the principal Market Street facade where the new building would step back from the Carmel Fallon Building and employ a sloped, translucent skin. Horizontal lines in the glass curtain wall of the new building’s Market Street facade, including at the roof line and the roof terrace rail, would align with existing cornices at the floor levels and roof of the Carmel Fallon Building. In addition, the sliding fabric panels behind the glass wall

⁷ Cathleen Malmström, Architectural Resources Group, memorandum to David Full, Environmental Science Associates, July 17, 1998. This report is available for public review in Project File No. 97.834E at the San Francisco Planning Department, 1660 Mission Street, San Francisco.

would provide some continuity with the proportions of the bays in the Carmel Fallon Building, although the flat facade of the main portion of the new building would be different from the projecting bays of the Carmel Fallon Building.

- The Landmarks Preservation Advisory Board also reviewed the design of the new building and passed a motion of support, finding the design compatible with the landmark Carmel Fallon Building.
- Consistent with the Secretary of the Interior's *Standards for Rehabilitation*, the project would repair, rather than replace, deteriorated historic features of the Carmel Fallon Building in most cases, and the historic character of the building would be preserved. The adjacent new building would be differentiated from the historic Carmel Fallon Building and would not obscure, damage or destroy character-defining materials or features of the existing building. (The project would preserve and restore, or replace in kind, the wood siding of the western facade of the Carmel Fallon Building, which would be visible from within the new structure.) The new building would take design cues from the existing Carmel Fallon Building in the height of the horizontal members of its Market Street facade and the vertical size and spacing of the panels behind. In light of the above, the project would not result in a significant impact on historic architectural resources relative to the Carmel Fallon Building, a City landmark.

Given that the project would rehabilitate and adaptively reuse a historic structure, no cumulative effects on historic architectural resources have been identified.

ARCHAEOLOGICAL RESOURCES⁸

SETTING

A records search was conducted to determine if there is a likelihood that prehistoric or historic subsurface resources could exist at the project site. In accordance with the records search, prehistoric Native American archaeological resources tend to be situated on alluvial fans near the historic bay margins. The project site is located on a broad terrace well away from the historic bay margins and the potential for prehistoric Native American archaeological resources to exist at the project site is low.

During the Mission period (1775-1836) the Mission Dolores complex was located near the project site. Although the project site is not located within the living quarters of the Mission, the records search indicates that there is a high possibility of identifying the remains of camps, buildings, or other mission-

⁸ Information on the archaeological resources in the project site vicinity is excerpted from the records search conducted by the Northwest Information Center of the California Historical Resources Information System. A copy of this records search is available for public review in Project File No. 97.834E at the San Francisco Planning Department, 1660 Mission Street, San Francisco.

related features at the project site. Unlike a large number of mission complex sites in California, there has been no systematic archaeological work undertaken within or in the vicinity of the Mission Dolores complex. However, surface reconnaissance archaeological surveys at the Sisters of Notre Dame School (1952), Mission Dolores cemetery (1952), and a recent accidental discovery by a public utilities company west of the Mission have yielded promising material (these surveys have occurred within five blocks of the project site). Similarly a small-scale burial excavation (1923) within the Mission itself also produced information of valuable research potential. Thus, given the proximity of some known archaeological resources and the evidence found in archival research, there is a possibility that prehistoric and historic archaeological resources may be present at the project site.

IMPACTS

No previously identified historic archaeological resource has been recorded for the project site. However, archival research suggests that buried historic period archaeological cultural resources may lie within the project site. These include the remains of camps, buildings or other features that would be related to the occupancy of Mission Dolores.

Given the fact that not a single Mission Period structure or feature has ever been excavated anywhere in the Mission Dolores or elsewhere in San Francisco, any discovery of foundations, artifacts, and trash deposits or other features associated with the Mission period would be of great interest to the archaeologist and historian. Any archaeological data and resources related to the Mission period that may be discovered would furnish significant information on the lifestyles associated with the Mission Dolores.

There is also the possibility that privies, trash deposits, foundations of Gold Rush structures and occupation of the project site may survive to the present. These would be expected to reflect the Gold Rush period, including the small structures that existed just north of Mission Dolores and south of the project site. Data from trash and other features of residents of this part of the Mission Dolores would be of interest in reconstruction and comparison of pre-Gold Rush and Gold Rush lifestyles. Additional archaeological information would document the nature of Mexican lifestyles that would complement Gold Rush data from other parts of San Francisco that are primarily Anglo-American in origin.

The Carmel Fallon Building does not have a basement and there is no evidence that below grade construction has occurred at the project site. Thus, any subsurface archaeological resources at the project site may remain intact since the project site remains essentially unexcavated and thus apparently undisturbed. Construction of a new foundation for the Carmel Fallon Building and of the proposed new building to the west, which would include earthmoving activities and possible excavation (depending on the final design selected for the new addition), could disturb soils not exposed by previous activity at the project site. If archaeological resources are encountered during these earthmoving activities, this could be a significant impact. A mitigation measure has been included in the project to reduce potential impacts to subsurface cultural resources to a level of insignificance should such resources be encountered during excavation and construction (see p. 40).

With mitigation that would preserve the historical value of subsurface cultural resources, should such resources be identified, the project could not contribute measurably to adverse cumulative effects on archaeological resources.

C. TRAFFIC AND CIRCULATION

A transportation study was prepared for the project and is summarized here (Wilbur Smith, 1998).⁹

SETTING

Within the project vicinity, Market Street, Haight Street and Page Street (between Market and Laguna only) are designated in the Transportation Element of the San Francisco General Plan as a Transit Preferential Streets. Market (west of Franklin), Gough, and Franklin Streets are designated in the Transportation Element as Major Arterials. (Gough and Franklin Streets form a one-way couplet for traffic to and from Market Street.) The above-designated major arterials are also part of the Congestion Management Program (CMP) Network and the Metropolitan Transportation System (MTS) Streets, Highways and Freight Network. The Transportation Element designates Market and Page Streets as Citywide Bicycle Routes. Haight and Market Streets are part of the Citywide Pedestrian Network; Haight, Market, Gough and Franklin are Neighborhood Pedestrian Streets. Major intersections on Market Street in the project vicinity are traffic-signal-controlled; non-arterial street intersections are either signalized or have stop signs.

Freeway access to/from the East Bay (via I-80 and the Bay Bridge) and the South Bay (via U.S. 101) is provided via on- and off-ramps at Mission Street and South Van Ness Avenue and an off-ramp at Fell and Laguna Streets. An on-ramp at Oak and Laguna Streets is to be reopened in 2001 as part of the retrofitting and widening of the Central Freeway between Mission and Oak/Fell to accommodate two-way traffic, approved by San Francisco voters in November 1997. Vehicles traveling to/from the North Bay use various routes, including Gough and Franklin Streets, to reach Lombard Street (U.S. 101) between the project site and the Golden Gate Bridge.

The project site is served directly by the San Francisco Municipal Railway's F-Market (historic) streetcar line on Market Street. Five other surface bus lines stop within about two blocks of the project site, on Haight/Page and Valencia Streets, and another four lines and the MUNI Metro light rail service are within about one-third of a mile; there is a total of 18 MUNI lines, including Metro lines and express bus lines, serving the project vicinity in the p.m. peak hour. Other transit services, including BART, AC Transit, SamTrans, and Golden Gate Transit, are available via connecting MUNI lines.

An off-street parking supply and occupancy survey of the study area, bounded by Laguna and Fell Streets, Van Ness Avenue, Market, Gough, and Otis Streets, Duboce Avenue, and Guerrero Street, was conducted during the weekday evening period, between 6:00 p.m. and 8:00 p.m. The weekday evening survey best approximates the peak parking demand generated by the University of California Extension

⁹ The full transportation report is available for public review in Project File No. 97.834E at the San Francisco Planning Department, 1660 Mission Street, San Francisco.

Center, which offers evening classes and is one block west of the project site on Laguna Street. The survey time period also represents likely peak demand parking conditions for an event held at the project's proposed auditorium facility. In addition, weekday early afternoon parking occupancy data from a previous study was reviewed.

Approximately 775 off-street parking spaces are in 12 parking lots and garages in the survey area. Evening occupancy levels were found to average about 48 percent (ranging between 13 percent and 59 percent, except the U.C. Extension lot, which was at capacity). Midday occupancy levels averaged about 70 percent (ranging between 43 percent and 96 percent). On-street parking in the project area is effectively at capacity during both the evening and midday periods.

IMPACTS

SIGNIFICANCE CRITERIA

City policy has been that a project is considered to have a significant effect on the environment if it would cause a signalized intersection to deteriorate to an unacceptable level (i.e., from LOS D or better to LOS E or F), interfere with existing transportation systems causing substantial alteration to circulation patterns or causing major traffic hazards, or contribute substantially to cumulative traffic increases that cause intersections that would otherwise operate at acceptable levels to deteriorate to unacceptable levels. The City has no formally adopted significance criteria for potential impacts related to transit, but City policy has been that a project would have a significant effect if it would cause a substantial increase in transit demand that cannot be accommodated by existing or proposed transit capacity, resulting in unacceptable levels of transit service. Regarding parking, San Francisco General Plan policies emphasize the importance of public transit use and discourage the provision of facilities that encourage automobile use. Therefore, the creation of or increase in parking demand resulting from a proposed project that cannot be met by existing or proposed parking facilities would not itself be considered a significant effect. The City has no adopted significance criteria for pedestrian or bicycle impacts. For this analysis, the project would have a significant effect if it were to result in substantial pedestrian overcrowding, create particularly hazardous conditions for pedestrians or bicyclists, or otherwise substantially interfere with pedestrian and bicycle accessibility. Generally, construction-period transportation impacts would not be considered significant because they would be temporary.

TRAVEL DEMAND ANALYSIS

The project would generate a total of about 8,120 daily person trips (all net new), of which about 770 trips (9.5 percent of daily person trips) would occur during the p.m. peak hour.¹⁰ Although expressed on a person trip-end basis, the trip generation includes all travel to and from the project in autos, on public transit, by foot, and by other modes (e.g., walking, bicycles, taxis, etc.). Projected daily, and inbound and outbound p.m. peak-hour trips by mode expected to be generated by the project are shown in Table 1. The project would generate about 415 p.m. peak-hour trips by auto, 275 trips inbound

¹⁰ The travel demand was conservatively based on a full capacity event at the Community Center during the p.m. peak hour.

TABLE 1
NET NEW TRAVEL DEMAND (PERSON TRIP ENDS) BY MODE TYPE

Travel Mode	Daily Total	P.M. Peak Hour ^a		
		Total	Inbound	Outbound
Auto		417	275	142
Transit		170	112	58
Other ^b		<u>184</u>	<u>121</u>	<u>63</u>
TOTAL	8,117	771	508	263

^a The p.m. peak hour is 4:30 p.m. to 5:30 p.m.

^b “Other” for the current analysis represents Walk, Bicycle, Motorcycle, Taxi, Limo, etc.

SOURCE: Wilbur Smith Associates, 1998, using data from the *Citywide Travel Behavior Survey*.

to, and 140 trips outbound from, the site. These auto trips would be a combination of drive-alone vehicle trips and carpool vehicle trips. Vehicle trips would total about 215 in the p.m. peak hour, about 141 inbound vehicles and 72 outbound vehicles.¹¹

Traffic Impacts

Existing traffic operations in the area were characterized using a p.m. peak-hour level of service (LOS) analysis at four signalized intersections on Market Street: at Laguna/Guerrero, Octavia/McCoppin, Gough/Haight, and Franklin/Page Streets, and at the stop sign controlled intersection of Haight and Octavia Streets. This analysis provides a standardized means of rating an intersection’s operating conditions on the bases of traffic volumes, intersection capacity and delays. The LOS scale is from LOS A (free-flow conditions, with little or no delay) to LOS F (congested conditions, with extremely long delays); LOS D is considered the lowest acceptable level in San Francisco. Descriptions of the potential LOS for signalized and unsignalized intersections are provided in Appendix C.

As shown in Table 2, all five of the study intersections currently operate at acceptable (LOS D or better) service levels during the p.m. peak hour, and would continue to do so with the addition of project-generated traffic, with no deterioration in level of service.

Cumulative (2015) traffic conditions were analyzed assuming traffic growth at the study intersections of 0.5 percent per year, with local traffic patterns adjusted to account for the planned reopening of the Oak Street freeway on-ramp. Four of the five study intersections would be expected to continue operating at acceptable levels of service by 2015. One, the intersection of Market/Laguna/Guerrero, would

¹¹ The number of vehicle trips is less than the number of person trips by vehicle, since some person trips are made in vehicles carrying more than one person.

TABLE 2
PM PEAK-HOUR INTERSECTION LEVELS OF SERVICE (LOS) AND AVERAGE STOPPED
DELAY IN SECONDS PER VEHICLE (S/V) (EXISTING AND FUTURE CONDITIONS) ^a

Intersection	Existing (1998) ^b		Existing + Project ^b		Cumulative (2015) ^{b,c}	
	LOS	S/V	LOS	S/V	LOS	S/V
Market/Laguna/Guerrero Streets	D	27.4	D	33.2	E	45.7
Market/Octavia/McCoppin Streets	C	17.4	C	18.3	C	20.4
Market/Gough/Haight Streets	C	16.9	C	17.1	C	19.2
Market/Franklin/Page Streets	C	18.9	C	19.4	D	21.4
Haight and Octavia Streets	A	4.3	A	4.7	A	5.1

^a LOS descriptions and corresponding ranges of average stopped delay are shown in Tables C-1 and C-2 of Appendix C.

^b Levels of service (LOS) determined using the Operations Applications methodology contained in the *Highway Capacity Manual* (HCM), updated 1994.

^c Cumulative LOS calculated based on 0.5 percent-per-year traffic growth.

SOURCE: Wilbur Smith Associates, 1998

deteriorate to LOS E, which is unacceptable. Project traffic would represent about 18 percent of the increase in traffic volume and less than 2 percent of the total traffic volume at this intersection in 2015, and would not contribute substantially to these unacceptable conditions.

Transit Impacts

In the p.m. peak hour, the project would generate about 170 new transit trips, about 112 inbound and 58 outbound. Because the nearest BART station is about one mile away, and the Caltrain Station and Transbay Terminal are more than one mile away, it was assumed that all project transit trips would be made on MUNI, including those that would also be made on another transit carrier. The 18 MUNI routes that serve the project area currently operate (in the peak direction at the Maximum Load Points) with an aggregate p.m. peak-period average capacity utilization of 0.81; only one line, the M-Ocean View Metro line is operating over capacity. These lines (except the M) operate within MUNI's established performance standards of 100 percent capacity utilization. It should be noted that even the 70 percent to 80 percent capacity utilization of existing service assumes standees on MUNI vehicles, as these ratios are based on targets (scheduled service) rather than actual performance in terms of the number and distribution of buses and streetcars.¹² That is, crowding on individual MUNI vehicles may be greater than that represented by the capacity utilization ratios. On the basis of frequency-of-service data, there are about 230 buses (about 120 buses in the peak direction outbound from downtown) on the lines

¹² The maximum loads for each vehicle size are as follows: 45 passengers on a 30-foot-long vehicle; 63 passengers on a 40-foot-long vehicle; 94 passengers on a 60-foot-long vehicle, and 119 passengers on a Light Rail Vehicle (LRV).

serving the project area in the p.m. peak hour. The additional riders generated by the project would be dispersed among several transit lines and would not measurably affect existing service. The project would, however, contribute to cumulative increases in transit ridership that would result in an incremental increase in capacity utilization. Future cumulative growth in San Francisco would result in many MUNI lines operating near or in excess of the capacity standard of 100 percent, and would be considered a significant cumulative impact on transit service. However, the project's contribution to this cumulative effect would not be substantial.

The Community Center could promote the use of public transportation by its employees and visitors through provision of public information at the Center and in announcements concerning upcoming events.

Parking Impacts

The project would create a long-term parking demand during the weekday midday period for about 25 parking spaces, and short-term parking demand for 19 equivalent daily spaces, for a total parking demand of about 44 daily spaces. This demand could be accommodated by the approximately 230 total available midday, off-street parking spaces within the study area. The U.C. Extension lot, one block away, typically has more than 100 spaces available during the midday period. Because most of the available supply of off-street parking is located at least three blocks away from the project site, it is likely that many drivers would circle the study area to find parking as close as possible, before deciding to park some distance away in an off-street lot. In addition, the Central Freeway could be perceived as a physical separation that deters people from parking east of the freeway in order to avoid walking in the area, particularly at night.

When evening events are held in the project's auditorium, demand would be generated for up to 140 spaces in the area (assuming a sold-out auditorium event). This additional demand would be absorbed by the 403 available off-street parking spaces in the study area during weekday evenings. However, as discussed above, persons attending events may be inconvenienced, particularly at night, because most off-street parking facilities are located three to five blocks from the site. In addition, events in the Civic Center Area (such as the Symphony or the Opera) could limit the availability of off-street parking in the study area. The six off-street lots closest to the project site (excluding the U.C. Extension lot), and farthest from the Civic Center, have about 180 parking spaces available during midweek evenings, which would meet the project peak evening parking demand.

Based on the San Francisco Planning Code (Sections 151 through 161), the proposed project is required to provide up to 79 off-street parking spaces, plus three disabled and four bicycle parking spaces. No new off-street parking is proposed, and the project sponsor is requesting a variance from the off-street parking requirements of the Planning Code.

Construction Impacts

During the projected 12-month construction period, tentatively scheduled to begin in late 1998, temporary and intermittent transportation impacts would result from truck movements to and from the project site during demolition, excavation and construction activities associated with construction of the

proposed new building. Truck movements during periods of peak traffic flow (7:00 a.m. to 9:00 a.m., or 4:00 p.m. to 6:00 p.m.) would have greater potential to create conflicts than during non-peak hours because of the greater numbers of vehicles on the streets during the peak hour that would have to maneuver around queued trucks. An improvement measure included in the project would reduce effects of construction traffic on surrounding traffic and transit (see p. 41).

Construction of the project would not require full-time closures of adjacent sidewalks or streets; however temporary, short-term obstructions of these sidewalks and streets would occur due to construction and delivery truck activity. The construction site would have a maximum of ten delivery trucks each weekday. Typical hours for a weekday construction work shift (7:00 a.m. to 3:30 p.m.) do not occur during the p.m. peak hour of traffic, and therefore construction truck traffic would have minimal impact on peak hour intersection operations.

The greatest number of construction workers would be about 40 workers per day during the four months of peak construction activity. Parking of construction workers' vehicles would temporarily increase occupancy levels in off-street parking lots, either by those vehicles or by vehicles currently parking in on-street spaces that would be displaced by construction workers' vehicles.

In summary, the project would not result in a significant impact on transportation, circulation or parking.

REFERENCES - Transportation

Except where noted, the materials referenced in this EIR are on file and available for review at the San Francisco Planning Department, 1660 Mission Street, as part of Project File No. 97.834E.

Wilbur Smith Associates and Pittman & Hames Associates. *San Francisco Lesbian, Gay, Bisexual, Transgender Community Center Transportation Study*, July 17, 1998

D. GROWTH INDUCEMENT

In general, a project would be considered growth-inducing if its implementation would result in substantial population increases and/or new development that might not occur if the project were not approved and implemented. The proposed Community Center project is infill development in an intensely developed urban area, consisting of the rehabilitation of an existing building formerly occupied by residential and commercial uses and the construction of a new building that would replace a former used car lot and a former private social club. The net increase in floor area would be approximately 34,400 gross sq. ft., compared to existing conditions. This net change would not generate substantial population growth or concentration in the neighborhood, city or region. It would not introduce new, additional housing into the project area or neighborhood. The potential increase in persons at the project site would be associated with employees and users of the Community Center. Located in an urban area, the project would not necessitate or induce the extension of municipal infrastructure. In view of the above, there is no reason to believe that the project would result in additional development in the project site vicinity that would not otherwise occur.

CHAPTER IV

MITIGATION MEASURES PROPOSED TO MINIMIZE THE POTENTIAL ADVERSE IMPACTS OF THE PROJECT

In the course of project planning and design, measures have been identified that would reduce or eliminate potential significant environmental impacts of the proposed project. Some of these measures have been, or would be, voluntarily adopted by the project sponsor or project architect and contractor and thus are proposed; some are under consideration. Implementation of some may be the responsibility of other agencies. Measures under consideration or those that may have been rejected by the project sponsor may be required by the Planning Commission as conditions of project approval, if the project were to be approved. Each mitigation measure and its status are discussed below.

There are several items required by law that would serve to mitigate potential significant impacts; they are summarized here for informational purposes. These measures include: no use of mirrored glass on the building to reduce glare, as per City Planning Commission Resolution 9212; limitation of construction-related noise levels, pursuant to the San Francisco Noise Ordinance (Article 29 of the San Francisco Police Code, 1972); and observance of State and federal OSHA safety requirements related to handling and disposal of hazardous materials, such as asbestos.

Measures that are not required by legislation but would serve to mitigate significant environmental impacts appear below. Mitigation measures preceded by an asterisk (*) are from the Initial Study (see Appendix A, p. A.20).

HISTORIC ARCHITECTURAL RESOURCES

MEASURES PROPOSED AS PART OF THE PROJECT

- Prior to the start of work on the Carmel Fallon Building, the project sponsor shall document, with photographs and drawings, the pre-construction condition of the historic structure.
- The project sponsor shall carry out the rehabilitation of the Carmel Fallon Building in compliance with the agreement between the Community Center Board of Directors, the Friends of 1800 Market Street, and The Foundation for San Francisco Architectural Heritage, and, to the maximum extent feasible, with the Secretary of the Interior's *Standards for Rehabilitation*. To assist in these efforts, a preservation architect shall be retained to review the final design drawings and to consult with the project sponsor's design team on an as-needed basis.

ARCHAEOLOGICAL RESOURCES

MEASURE PROPOSED AS PART OF THE PROJECT

- Given the location of the project and the possibility that archaeological resources would be encountered on the project site, the sponsor would retain the services of an archaeologist. The archaeologist would first determine, in conjunction with Environmental Review Officer (ERO), whether the archaeologist should instruct all excavation and foundation crews on the project site of the potential for discovery of cultural and historic artifacts, and the procedures to be followed if such artifacts are uncovered.

The archaeologist would then design and carry out a program of on-site monitoring of all ground-disturbing activities, during which (s)he would record observations in a permanent log. The monitoring program, whether or not there are finds of significance, would result in a written report being submitted first and directly to the ERO, with a copy to the project sponsor. The ERO would also require cooperation of the project sponsor in assisting such further investigations on site as may be appropriate prior to or during project excavation, even if this results in a delay in excavation activities. During the monitoring program, the project sponsor would designate one individual on site as *his/her* representative. This representative would have the authority to suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources should they be encountered.

Should evidence of cultural resources of potential significance be found during the monitoring program, the archaeologist would immediately notify the ERO, and the project sponsor would halt any activities that the archaeologist and the ERO jointly determine could damage such cultural resources. Ground-disturbing activities that might damage cultural resources would be suspended for a total maximum of four weeks over the course of construction.

After notifying the ERO, the archaeologist would prepare a written report to be submitted first and directly to the ERO, with a copy to the project sponsor, that would contain an assessment of the potential significance of the find and recommendations for what measures should be implemented to minimize potential effects on archaeological resources. Based on this report, the ERO would recommend specific additional mitigation measures to be implemented by the project sponsor.

Mitigation measures might include a site security program, additional on-site investigations by the archaeologist, and/or documentation, preservation, and recovery of cultural material. Finally, the archaeologist would prepare a draft report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration and/or recovery program was conducted.

Copies of all draft reports prepared according to this mitigation measure would be sent first and directly to the ERO for review. Following approval by the ERO, copies of the final report(s) would be sent by the archaeologist directly to the President of the Landmarks Preservation Advisory Board and the Northwest Information Center of the California Historical Resources Information System. Three copies of the final archaeology report(s) shall be submitted to the Office of Major Environmental Analysis (MEA) of the Planning Department, accompanied by copies of the transmittals documenting its distribution to the President of the Landmarks Preservation Advisory Board and the Northwest Information Center.

CONSTRUCTION AIR QUALITY

MEASURE PROPOSED AS PART OF THE PROJECT

- *• The project sponsor would require the contractor(s) to sprinkle demolition sites with water during demolition, earthmoving and construction activities; sprinkle unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material; and sweep surrounding streets during demolition and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose.

This mitigation also would reduce demolition-related impacts regarding lead paint chips/lead dust. The project sponsor would also be required to comply with Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint.

IMPROVEMENT MEASURE - TRANSPORTATION

MEASURE PROPOSED AS PART OF THE PROJECT

- The project sponsor would restrict project-related truck traffic to the hours of 9:00 a.m. to 3:30 p.m., or other hours if approved by the Department of Parking and Traffic (DPT), which would avoid peak-period effects on traffic and transit. The project sponsor has agreed to meet with MUNI, DPT, and other responsible agencies to coordinate construction activities so as to minimize construction impacts on traffic (vehicular and pedestrian).

CHAPTER V

SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED

In accordance with Section 21067 of the California Environmental Quality Act (CEQA), and with Sections 15040, 15081 and 15082 of the State CEQA Guidelines, the purpose of this chapter is to identify impacts that could not be eliminated or reduced to an insignificant level by mitigation measures included as part of the project, or by other mitigation measures that could be implemented, as described in Chapter IV, Mitigation Measures, pp. 39-41.

This chapter is subject to final determination by the Planning Commission as part of its certification process for the EIR. The Final EIR will be revised, if necessary, to reflect the findings of the Commission.

With the implementation of the mitigation measures outlined in Chapter IV, Mitigation Measures, pp. 39-41, no significant impacts would occur as a result of the Community Center project. Whether or not the project is approved, traffic volumes and transit loadings in the site vicinity are projected to increase. Cumulative increases in traffic congestion may in turn cause cumulative increases in criteria air pollutants and a degradation of air quality. However, the project's incremental contribution to these potential cumulative effects would be negligible.

As stated in the second paragraph above, Planning Department staff's recommendation is subject to final determination by the Planning Commission as part of its certification process for the EIR.

CHAPTER VI

ALTERNATIVES TO THE PROPOSED PROJECT

This chapter identifies alternatives to the proposed project, discusses environmental impacts associated with each alternative, and, where an alternative has been considered by the project sponsor in development of the project, gives the reasons the alternative was rejected in favor of the project. Project decision-makers could adopt any of the following alternatives, if feasible, instead of approving the proposed project.

A. ALTERNATIVE A: NO PROJECT

This alternative would entail no change to the site, which would remain in its existing condition. No rehabilitation of the Carmel Fallon Building would occur and no Community Center project would be developed at the project site. If the No Project Alternative were implemented, archaeological impacts of the project as proposed would not occur, nor would there be any transportation effects of the proposed project, nor other effects described in the Initial Study. Unlike the project, this alternative would not rehabilitate the Carmel Fallon Building, and the building could continue to deteriorate.

This alternative would preserve the option to develop the project site in the future with a larger or smaller development. Such a development could include the demolition of the Carmel Fallon Building.

B. ALTERNATIVE B: CONSTRUCTION OF NEW COMMUNITY CENTER WITHOUT REHABILITATION OF CARMEL FALLON BUILDING

Under this alternative, the Community Center would be constructed as a new building only on the vacant portion of the project site, adjacent to the Carmel Fallon Building on the west. The new building would be up to six stories tall (about 80 feet in height) and would contain about 41,000 sq. ft. of space, providing for the same Community Center program as is proposed with the project. Under this alternative, the Community Center Board could continue to own the Carmel Fallon Building or could sell the structure to another entity; the existing building and its site would not be part of the project under this alternative.

Assuming there were no construction-related effects on the Carmel Fallon Building, this alternative would not directly result in any adverse effect on the historic structure. Unlike the project, this alternative would not rehabilitate the Carmel Fallon Building by means of a program that would generally comply with the Secretary of the Interior's *Standards for Rehabilitation*. Accordingly, the Carmel Fallon Building could continue to deteriorate, as with the No Project Alternative. Also as with the No Project Alternative, a future project could be proposed that would include demolition of the Carmel Fallon Building.

Construction-related effects on subsurface cultural resources would be similar to those of the proposed project, since this alternative would include construction of a new structure of comparable size to that of the project.

Under this alternative, the Community Center program would be very similar to that of the proposed project, and therefore transportation effects would also be the same or similar as those of the project.

Effects described in the Initial Study, related to the intensity of development (population, noise, air quality, demand for public services), would be similar to those of the project, because the Community Center program would be similar. With no rehabilitation of the Carmel Fallon Building, there would be less potential for exposure to hazardous building materials, such as lead-based paint; neither would there be any remediation of such materials that would be legally required as part of the project. Visual effects would be somewhat greater than those of the project, because the new building would be taller, but would be less than significant, as with the project.

C. ALTERNATIVE C. DEMOLITION OF THE CARMEL FALLON BUILDING AND CONSTRUCTION OF A NEW COMMUNITY CENTER BUILDING

During the schematic planning and design stage for the project, the Community Center Board considered demolishing the Carmel Fallon Building and constructing a 41,000 sq. ft. building at the project site to serve as a Community Center. Although not the preferred alternative, this alternative is analyzed in the EIR because it is possible that during subsequent design development, the currently proposed project, including rehabilitation of the Carmel Fallon Building, could prove to be infeasible.

This alternative would result in an unavoidable significant adverse effect on historic architectural resources, in that it would result in the loss of the Carmel Fallon Building, a City landmark which has been determined eligible for listing in the National Register of Historic Places.

Should this alternative be implemented, mitigation to partially offset this effect would include the following:

- Prior to demolition, the project sponsor would employ an architectural historian to fully document the Carmel Fallon Building. The project sponsor would submit that documentation, along with modified-format Historic American Buildings Survey drawings of the buildings, to the History Room of the San Francisco Main Library and the Secretary of the Landmarks Preservation Advisory Board, and possibly to the California Historical Society.
- To promote continuing recognition of the Carmel Fallon Building, the project sponsor would install on or near the replacement structure a plaque and/or other monument memorializing the historic building. A plaque would be mounted on the front of the new building to provide pedestrians with both a photographic image of the demolished building and information about its history and that of its namesake. Design and placement of any plaque or monument would be reviewed and approved by Planning Department in consultation with the Landmarks Preservation Advisory Board.

As with Alternative B, construction-related effects on subsurface cultural resources would be similar to those of the proposed project, since this alternative would include construction of a new structure of comparable size to that of the project.

As with Alternative B, transportation effects would also be the same or similar as those of the project, because the Community Center program would be similar to that of the project.

Effects described in the Initial Study, related to the intensity of development (population, noise, air quality, demand for public services), would be similar to those of the project, because the Community Center program would be similar. With demolition of the Carmel Fallon Building, the potential for exposure to hazardous building materials would be similar to that of the project, and remediation would occur as with the project.

D. OTHER SITES

As described under Project Sponsor's Objectives in Chapter II, Project Description, the San Francisco Community Center Board spent approximately one year looking into various potential sites prior to settling on the 1800-1814 Market Street site, where the Community Center project is now proposed. The Board considered other sites on Market Street and in the Castro District, including a potential site at Castro and Market Streets, elsewhere in Hayes Valley, and in the Mission, as well as in the Civic Center. The Board did not identify any other sites that met most of the key project objectives, including a prominent transit-accessible location in a neighborhood with substantial population in the lesbian, gay, bisexual and transgender community, with an economically viable site that offered an opportunity for construction of a new building of sufficient size to accommodate the Community Center program.

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• CHAPTER VIII

SUMMARY OF COMMENTS AND RESPONSES

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SECTION A

INTRODUCTION

This document contains public comments received on the Draft Environmental Impact Report (Draft EIR, or DEIR) prepared for the proposed Lesbian, Gay, Bisexual, Transgender Community Center (1800-1814 Market Street) Project, and responses to those comments. Also included in this document are staff-initiated text changes.

Following this introduction, Section B contains a list of all persons and organizations who submitted written comments on the Draft EIR and who testified at the public hearing on the Draft EIR held on September 10, 1998.

Sections C and D contain the comments and responses. Comments are grouped by commenter, rather than by topic, to allow commenters to easily find the responses to their comment(s). As the subject matter of one comment may overlap that of others, the reader may be referred to a prior response.

Section C contains comment letters received during the public review period from August 8 to September 10, 1998, and the responses to each comment. Each substantive comment on the EIR is labeled with a number in the margin and the response to each comment is presented immediately after the letter containing that comment.

Section D contains transcribed comments made at the public hearing on the Draft EIR and the responses to each of those comments. Each substantive comment on the EIR is similarly labeled with a number in the margin, and the responses to each set of comments follow those comments.

Some comments do not pertain to physical environmental issues, but responses are included to provide additional information for use by decision makers.

Section E contains text changes to the Draft EIR made by the EIR preparers subsequent to publication of the Draft EIR to correct or clarify information presented in the DEIR.

Section F contains graphics and other material that will be added to the EIR.

These comments and responses will be incorporated into the Final EIR as a new chapter. Text changes resulting from comments and responses will also be incorporated in the Final EIR, as indicated in the responses.

SECTION B

LIST OF PERSONS COMMENTING

Written Comments

Daniel F. Reidy, President San Francisco Landmarks Preservation Advisory Board, letter,
September 8, 1998

Gerald T. Takano, AIA, Senior Program Associate, Western Regional Office, National Trust for Historic
Preservation, letter, September 7, 1998

Patricia Walkup, Hayes Valley Neighborhood Association, letter, September 9, 1998

Irving Lind, letter, August 15, 1998

Elizabeth McKee, letter, September 5, 1998

Hope Joy Swift, letter, September 8, 1998

Public Hearing Comments, September 10, 1998

Hope Swift

Planning Commissioner Dennis Antenore

SECTION C

WRITTEN COMMENTS AND RESPONSES

This chapter includes copies of the comment letters received during the public review period on the Draft EIR and responses to those comments. Each substantive comment on the Draft EIR is labeled with a number in the margin and the response to each comment is presented immediately after the letter containing that comment. Where responses have resulted in changes to the text of the Draft EIR, these changes will also appear in the Final EIR.

**LANDMARKS PRESERVATION ADVISORY BOARD**

1660 MISSION STREET, 5TH FLOOR, SAN FRANCISCO, CA 94103-2414

TEL. (415) 558-6345 • FAX. (415) 558-6409

A

September 8, 1998

Ms. Hillary E. Gitelman
Environmental Review Officer
San Francisco Planning Department
1660 Mission Street, Fifth Floor
San Francisco, CA 94103

RE: File No. 97.834E
Comments on Draft Environmental Impact Report for the
LESBIAN, GAY, BISEXUAL, TRANSGENDER COMMUNITY CENTER
(1800-1814 Market Street)

Dear Ms. Gitelman:

These comments on the Draft Environmental Impact Report for the proposed development of the Lesbian, Gay, Bisexual, Transgender Community Center at 1800-1814 Market Street are presented on behalf of the San Francisco Landmarks Preservation Advisory Board. We appreciate this opportunity to review and comment on this document for a project of great importance to the City and County of San Francisco and especially because the project proposes an adaptive reuse of the Carmel Fallon building at 1800 Market by rehabilitating the existing building of historic significance and incorporating it into the larger project.

The Landmarks Board recently passed a Resolution recommending the formal designation of the Carmel Fallon Building as a City landmark, and we were pleased that the Planning Commission unanimously endorsed our recommendation.

The Landmarks Board considered this DEIR in a public hearing on August 19, 1998 and authorized me to prepare this summary of the main points which were raised in our consideration of this matter. The Landmarks Board is very supportive of this project since it will result in the preservation of a valuable historic resource, but we have some concerns about the process and content of the Environmental Impact Report for this project.

1. Adequacy and Readiness of Project Description.

While the Project is described in Chapter II as both the adaptive reuse of the Carmel Fallon Building and the

1

Comments on Draft EIR for 1800-1814 Market Street
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construction of a new five story building immediately adjacent to the west, the DEIR does not adequately describe or show the proposed new building. On page 17, readers are told that: "No architectural design for the new 34,400 sq. ft. building is currently available." The Site Plan on p. 10 and the Conceptual Massing Diagram on p. 19 do not give enough information about the connections between the proposed new building and the existing Carmel Fallon Building for a proper understanding of what the total project really is. Without floor plans and elevations of the new building and details on the planned connections between the two buildings, it is not reasonably feasible to analyze the potential impacts of the new building on the existing historic resource nor possible to accurately assess how much of the historic fabric of the Carmel Fallon building will be destroyed in order to make the Project happen.

At our hearing, we asked the question why was this DEIR brought forward at this time before an adequate and understandable Project Description was available. The Project Sponsor's spokesman Steven Vittel explained that it was necessary to keep the project on schedule. Haste in moving forward without an adequate Project Description flies in the face of the CEQA Guidelines requirement that the EIR contain a sufficiently meaningful project description and thus recklessly jeopardizes the Project itself.

1
Cont'd.

2. Segmentation.

In our discussion about the scope of the Project Description, the Department's environmental staff explained that this was a focused EIR, focusing on historic architectural resources, archeological resources and traffic and circulation impacts. The Project Sponsor's spokesman noted that the portion of the project site being processed for landmark designation is only the eastern 2,200 square feet and that the Landmarks Board does not have jurisdiction to consider those portions of the project site that are not considered part of the landmark area. In our view, there is an important difference between a properly focused EIR and improper "segmentation," i.e. breaking up a project into smaller parts and not fully considering the impacts of the whole or the effects of one portion of the project on another. It is critical that the EIR for this project adequately describe the whole project and fully consider the potential impacts of the new building on the existing Carmel Fallon building.

Comments on Draft EIR for 1800-1814 Market Street
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3. Setting.

The DEIR does not adequately describe the setting of the proposed project. Other than a brief reference on p. 27, there is no meaningful description of the surrounding neighborhood and the proposed Hayes Valley Historic District. The brief narrative under the heading "Project Vicinity" on page 28 does not describe the Project vicinity at all and simply mentions three designated landmarks located within three blocks. We recommend that this section be expanded to describe the surrounding area in more detail, drawing upon information available from the SHPO on the proposed Hayes Valley Historic District and from Caltrans which studied the area as part of the Central Freeway project.

2

4. Permit History.

We recommend that the EIR contain a permit history on the Carmel Fallon Building and a more complete inventory or outline of what elements of the building have been altered over time and what remains original material.

3

5. Impacts Analysis.

The Landmarks Board complimented the EIR consultants and the Department's environmental staff for including an independent analysis by a preservation architect from Architectural Resources Group ("ARG") in the section analyzing impacts on the historic architectural resources (See page 30). However, this review by ARG is not yet complete, because the project is not yet fully designed. As noted on page 31: "Because there is as yet no design for the new building, the ARG Report recommended review of the plans for compatibility with the Carmel Fallon Building as the design is developed." Also, the ARG report recommends further exploration of the proposed single ground floor level, in the context of structural requirements (Page 31). We recommend that the EIR not be certified as Final until the independent report by ARG is completed after review of the design for the new building and its impacts on the Carmel Fallon Building.

4

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Page 4

6. Mitigation Measures.

The DEIR does not propose any mitigations for impacts on historic architectural resources beyond the two measures proposed as part of the Project as listed on page 39. The Landmarks Board recommends that the following mitigation measures be added in this section:

(1) The project sponsor shall include within the Project when built a pictorial and narrative archive including information about the history of the Carmel Fallon building, its namesake, and any noteworthy occupants over the years.

(2) The project sponsor shall place a suitable monument sign or plaque made of stone or metal on the exterior of the Carmel Fallon building noting the Landmark status of the building.

(3) That the preservation architect retained to monitor the Project shall file a written report with the Landmarks Board and the Planning Department describing in detail which elements of the Carmel Fallon Building were ultimately preserved, altered, removed or destroyed during the construction phase of the Project.

Also, since the second Mitigation Measure at the bottom of page 39 recommends rehabilitation of the Carmel Fallon Building in compliance with the agreement between the Community Center Board of Directors, the Friends of 1800 Market Street, and the Foundation for San Francisco Architectural Heritage, the Landmarks Board recommends that a copy of this Agreement be included in the FEIR as an Exhibit.

7. No Project Alternative.

The Landmarks Board recommends that this section be strengthened and expanded. The current text states that without the project, "the [Carmel Fallon] building could continue to deteriorate." It is quite obvious that the Carmel Fallon Building, now vacant, is undergoing significant deterioration. The exterior siding is damaged in places, some historic fabric is missing, and there are signs of water damage and vandalism. If the project does not go forward and if no alternative rehabilitation program for the Carmel Fallon Building takes the project's place, the Carmel Fallon Building will continue to

Comments on Draft EIR for 1800-1814 Market Street
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deteriorate rapidly and place this historic resource in jeopardy
of demolition for health and safety reasons.

6
Cont'd.

We would appreciate a copy of the Response to Comments.

Sincerely,



DANIEL F. REIDY
President

cc: Members of the Landmarks Board
Members of the Planning Commission

LETTER A – LANDMARKS PRESERVATION ADVISORY BOARD

- A-1) The project analyzed in the DEIR included both rehabilitation of the historic Carmel Fallon Building and construction of a new building adjacent to the existing building; there was not and is not any part of the project that would be brought forward separately for subsequent review (i.e., segmented). The new building would be constructed adjacent to the west elevation of the Carmel Fallon Building, which is least important to the character of the historic structure. Given that, and the fact that preservation and rehabilitation of the Carmel Fallon Building is proposed as part of the project, the DEIR concluded that the project would not result in a significant effect on historic architectural resources.

Following publication of the Draft EIR, the Landmarks Preservation Advisory Board on October 22, 1998, voted unanimously to recommend to the Planning Commission that the proposed rehabilitation scheme for the landmark Carmel Fallon Building (City Landmark No. 223) be granted a Certificate of Appropriateness, as required under Planning Code Article 10. Accordingly, the following is added as a new sentence at the end of the first full paragraph on EIR p. 30:

On October 22, 1998, the Landmarks Preservation Advisory Board voted to recommend to the Planning Commission that the proposed rehabilitation scheme for the landmark Carmel Fallon Building (City Landmark No. 223) be granted a Certificate of Appropriateness.

Also since publication of the Draft EIR, the project sponsor has proceeded with design work for the new building that is to be constructed adjacent to the Carmel Fallon Building: the current design, still subject to refinement, is presented in Figure 9 (revised), which shows a model of the proposed project. (The revised Figure 9 replaces Figure 9 in the Draft EIR.) In addition, Figure 2A depicts the ground floor plan of the entire project, including the proposed new building; Figure 9A shows the proposed Market Street elevation of the entire project; and Figure 9B shows a “section” of the project (as if sliced through the new construction), looking east towards the existing Carmel Fallon Building to allow for comparison of the height of the new and old buildings. The above-noted figures are added to the DEIR, and are presented in Section F at the end of this Summary of Comments and Responses. Although the new building is not subject to the requirement for a Certificate of Appropriateness, the Landmarks Board on October 22, 1998, passed a motion supporting the design of the new building and finding it compatible with the landmark Carmel Fallon Building.

Also included in Section F are revised versions of DEIR Figures 5, 6, 7, and 8, showing relatively minor changes to rehabilitation plans for the Carmel Fallon Building. Notably, as review of that building has continued, the project sponsor has determined that most of the existing upper-story windows can be preserved. The project architect estimates about fewer than

one-third of the window require new sashes, many because the sashes are either missing, rotted or altered from the original. Of the original sashes remaining, 12 percent cannot be repaired and would be replaced. (The DEIR stated that all upper-story windows on the Market and Octavia Street facades would be replaced.)

The design portrayed in the figures in Section F of this document was subsequently reviewed by the same independent preservation architect whose review of the project was described on pp. 30-31 of the DEIR. The preservation architect also reviewed the refinements and changes in the project relative to the treatment of the Carmel Fallon Building. Accordingly, the last paragraph of DEIR p. 30 and the first paragraph of DEIR p. 31 (dealing with both rehabilitation of the Carmel Fallon Building and the new construction) are revised as follows (new text underlined; deleted text shown in ~~striketrough~~):

An independent preservation architect has reviewed the proposed project to determine whether it would be consistent with the Secretary of the Interior's *Standards for Rehabilitation*.^[footnote 6 in DEIR] This review (the "ARG Report") determined that the project treatment of the Carmel Fallon Building, both exterior and interior, would generally be in compliance with the *Standards*. ~~The ARG Report recommended that the final designs for the Market Street storefronts, the interior stair, and the new building be reviewed further against the *Standards* as the plans are refined.~~

The ARG Report stated that replacement (~~on Market and Octavia Streets~~) and repair (~~on Waller Street~~) of windows sashes and exterior siding and trim would be generally consistent with the *Standards* as long as the new elements "convey the same visual appearance" as the original. ~~Removal~~ Alteration of the less historically important west side of the building, where it would abut the new structure, would also be consistent. Removal of the back porch on the west side of the building would be acceptable, in light of the *Standards*, ~~if this element is found to be unable to be seismically upgraded consistent with the overall building upgrade; in such instance, given that this poorly constructed element must be removed to allow for adequate seismic connection between the Carmel Fallon Building and the new construction.~~ In light of this, the ARG Report recommended that the Waller Street facade of the porch should be retained (as is proposed with the project). The proposed work on the Market Street storefronts, including replacement of doors with fixed glass, renovation of the west storefront and reconstruction of the east storefront, and raising the window sill height of the east storefront by approximately 3 inches to accommodate a proposed single uniform ground floor level, appears to be generally compatible with the *Standards*, provided that the work use historic materials and elements to the greatest extent possible, as is proposed with the project. ~~although the ARG Report recommended further exploration of the proposed single ground floor level, in the context of structural requirements.~~ As for interior changes, the ARG report recommended retaining and reusing historic elements of the existing stairway and, in general, minimizing the alteration of original spaces and

partitions to the maximum extent feasible, including restoring and reinstalling trim that must be removed for seismic and other work. Generally, the project would retain most interior spaces, and the ARG Report found that the major change – reconfiguration of the interior stairway to serve the new building rather than the Carmel Fallon Building’s Market Street entrance – would be an acceptable alteration in light of program and disability access requirements, as long as the new portions of the stairway are carefully detailed to integrate with the remaining historic stair and the historic interior.

The new ~~five~~ four-story building adjoining the Carmel Fallon Building should be, consistent with the *Standards*, clearly differentiated from the historic structure but also compatible in terms of mass, materials, relationship of solids to voids (pattern of fenestration), and color, and should not destroy character-defining features of the historic building. ~~Because there is as yet no design for the new building, the ARG Report recommended review of the plans for compatibility with the Carmel Fallon Building as the design is developed. The ARG Report found that the design of the new building would provide a clear and complementary transition between new and old, particularly on the principal Market Street facade where the new building would step back from the Carmel Fallon Building and employ a sloped, translucent skin. Horizontal lines in the glass curtain wall of the new building’s Market Street facade, including at the roof line and the roof terrace rail, would align with existing cornices at the floor levels and roof of the Carmel Fallon Building. In addition, the sliding fabric panels behind the glass wall would provide some continuity with the proportions of the bays in the Carmel Fallon Building, although the flat facade of the main portion of the new building would be different from the projecting bays of the Carmel Fallon Building.~~

The Landmarks Preservation Advisory Board also reviewed the design of the new building and passed a motion of support, finding the design compatible with the landmark Carmel Fallon Building.

In addition, the second paragraph on DEIR p. 31 is replaced with the following:

Consistent with the Secretary of the Interior’s *Standards for Rehabilitation*, the project would repair, rather than replace, deteriorated historic features of the Carmel Fallon Building in most cases, and the historic character of the building would be preserved. The adjacent new building would be differentiated from the historic Carmel Fallon Building and would not obscure, damage or destroy character-defining materials or features of the existing building. (The project would preserve and restore, or replace in kind, the wood siding of the western facade of the Carmel Fallon Building, which would be visible from within the new structure.) The new building would take design cues from the existing Carmel Fallon Building in the height of the horizontal members of its Market Street facade and the vertical size and spacing of the panels behind. In light of the above, the project would not result in a significant impact on historic architectural resources relative to the Carmel Fallon Building, a City landmark.

It should be noted that projects are generally subject to environmental review prior to the completion of project design: Section 15004(b) of the State CEQA Guidelines notes that an EIR should be prepared “as early as feasible in the planning process to enable environmental considerations to influence project program and design and yet late enough to provide meaningful information for environmental assessment.” Therefore, environmental review typically analyzes a project that is somewhat in flux. The current project is no exception, and just as the design has evolved between publication of the Draft EIR and the present, it is expected that it will continue to evolve. The primary issue regarding historic architectural resources is the treatment of the landmark Carmel Fallon Building. Once a massing envelope was available for the proposed new building, general conclusions could be drawn about the effects of the new building on the historic structure, and the Draft EIR was published. Despite the evolution of the project design, the DEIR’s conclusion, that the project would have no significant effects on historic architectural resources, remains accurate and adequate, because sufficient information is provided to conclude that the revised design would not result in a significant environmental effect.

- A-2) The DEIR notes, on p. 27, that the Carmel Fallon Building has been identified as a contributor to the Hayes Valley Historic District, which was identified in a 1996 report prepared for the U.S. Department of Housing and Urban Development (HUD) in connection with replacement of the San Francisco Housing Authority’s Hayes Valley housing projects. Also in 1996, the State Office of Historic Preservation concurred with HUD’s determination that the Hayes Valley Historic District is eligible for inclusion in the National Register of Historic Places.

The following is added to the EIR at the bottom of p. 28:

The project site is located within the Hayes Valley Historic District, which the SHPO determined is eligible for listing in the National Register of Historic Places, and, as noted previously, the Carmel Fallon Building has been identified as a contributor to the historic district, which has a period of significance from the 1870s through the 1910s. The historic district includes about 380 contributory buildings, many of which survived the 1906 earthquake and fire, in an area generally bounded by Fillmore Street on the west, Grove Street on the north, Laguna and Octavia Streets on the east, and Waller and Hermann Streets on the south, excluding an intrusion between Buchanan and Laguna north to Page Street, occupied by the Hayes Valley housing projects and the University of California Extension Center (see Figure 11). The Carmel Fallon Building is at the extreme southeast corner of the historic district.

The Hayes Valley Historic District is depicted in new Figure 11, included in Section F at the end of this Summary of Comments and Responses.

- A-3) A review of Department of Building Inspection records reveals three permits on file for the Carmel Fallon Building at 1800-1814 Market Street: a 1906 permit for work to “change front and put up gallery” for a cigar store; a 1936 permit to “put in front door. Partition room off. Put in Mezzanine Floor” for a dressmaking shop; and a 1996 permit for compliance with a Notice of Violation dated April 21, 1995. In addition, a permit was issued in 1941 for installation of a billboard. Several other permits are on file for the same address but apparently for stables, auto repair and sales, and a private club, all of which formerly occupied the portion of the lot west of the Carmel Fallon Building, where the new building is to be constructed. (A 1915 permit for alterations to the horse stables lists James Fallon, apparently a son of Carmel Fallon, as the owner of the property.) The only plans on file are for a corrugated metal structure for the former used car lot; this structure has been demolished.
- A-4) Please see the response to Comment A-1, above, which includes findings by ARG, the independent preservation architect, concerning the proposed new building.
- A-5) Because the EIR identifies no significant environmental effect with respect to historic architectural resources, no additional mitigation is required. However, the three measures identified by the commenter could be added by the Planning Commission as conditions of approval of the Certificate of Appropriateness for alteration of the landmark Carmel Fallon Building, or as conditions of approval of the required Conditional Use Authorization.

In addition, the Agreement between the Community Center Board, Heritage, and Friends of 1800 Market is added to the Final EIR in a new Appendix C. (It is included in Section F at the end of this Summary of Comments and Responses.)

- A-6) As stated by the commenter, the Carmel Fallon Building has suffered exterior deterioration due to an apparent lack of maintenance in recent years. Were the project not to be implemented and no other use approved that would rehabilitate the structure, this deterioration would continue. As noted on p. 43 of the DEIR, however, the No Project Alternative would not preclude another development proposal.



National Trust for Historic Preservation Western Regional Office

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7 September 1998

The Environmental Review Officer
San Francisco Planning Department
1660 Mission Street
San Francisco, California 94103

attn: Irene Nishimura

re: LGBT Community Center Draft Environmental Impact Report (EIR)
case #97.834E

Dear Ms. Nishimura:

Thank you very much for allowing us to review the subject document dated 8 August 1998. Our comments focus on impacts to the historic Fallon Building.

The National Trust for Historic Preservation was chartered by Congress in 1949 to foster an appreciation of historic preservation at the national level. The Trust's mission is to save America's diverse historic places and to revitalize our communities. In addition to our main location in Washington D.C., there are six regional offices, including the Western Regional Office here in San Francisco.

We fully support preservation and rehabilitation of the Community Center's historic Fallon, as generally presented in this document. But because design recommendations and programmatic requirements are still conceptual in nature and subject to revisions, we urge that additional attention be given for the retention and maintenance of the original historic fabric. Defined treatments of the building's important details and characteristics, such doors, windows, materials and other elements, should carefully be considered and assessed further in the design process to highlight the Fallon's historic and architectural integrity. The U.S. Secretary of Interior Standards for Rehabilitation provide excellent guidelines for any such changes and adaptive reuses.

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Additional information on the new addition will also help us understand the scale, massing and contextual relationship of the total complex with the surrounding environment. The integration of the contemporary structure with the existing Fallon Building will definitely be a challenge ahead.

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The mission of the National Trust for Historic Preservation is to foster an appreciation of the diverse character and meaning of our American cultural heritage and to preserve and revitalize the livability of communities by leading the nation in saving America's historic environments

Page 2

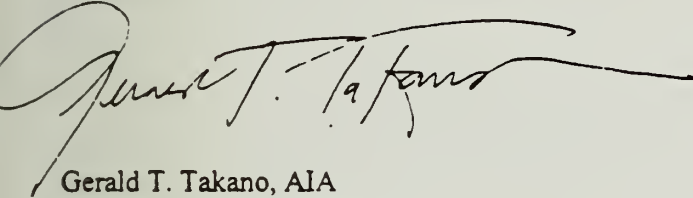
September 8, 1998

In summarizing this brief review, we strongly suggest that preservation organizations such as the Friends of 1800 Market and the Foundation for San Francisco's Architectural Heritage continue their involvement in the on-going design process. This is especially important as specific details and design treatments for the historic fabric become more definitive and substantial. In addition, such groups and individuals with historic preservation expertises provide valuable insights to emerging economic and other issues pertaining to subsequent design decisions.

3

We appreciate our opportunity to review and comment on the subject EIR.

Respectfully submitted,



Gerald T. Takano, AIA
Senior Program Associate

LETTER B – NATIONAL TRUST FOR HISTORIC PRESERVATION

- B-1) As stated in the second mitigation measure under Historic Architectural Resources in the DEIR on p. 39 (as revised herein), “a preservation architect shall be retained to review the final design drawings and to consult with the project sponsor’s design team on an as-needed basis.” Therefore, the preservation architect would continue to advise the project design team on retention and maintenance of the Carmel Fallon Building’s historic features throughout the design process. Please see also the response to Comment A-1, p. C&R.9, which provides additional detail about rehabilitation of the Carmel Fallon Building.
- B-2) Regarding the proposed new structure, please see the response to Comment A-1, p. C&R.9.
- B-3) Comment noted. The EIR authors anticipate that the organizations referenced by the commenter will continue to monitor and participate in the public review process for the project.

HAYES VALLEY NEIGHBORHOOD ASSOCIATION

Patricia Walkup 14 Laguna St., San Francisco, CA 94102

Tel. (415) 431-8102 FAX (415) 431-8180



September 9, 1998

Ms. Hillary Gitelman, Environmental Review Officer
San Francisco Planning Department
1660 Mission Street
San Francisco, CA 94103

RE: LESBIAN, GAY BISEXUAL, TRANSGENDER, COMMUNITY CENTER
DRAFT ENVIRONMENTAL IMPACT REPORT

Dear Ms. Gitelman:

Our Hayes Valley neighborhood is very pleased that the LGBT Community Center will be locating in our area. We believe the center's activities will be a very positive addition to our neighborhood.

However, I am writing to express our neighborhood's concern that the large number of new car trips to our neighborhood that will be generated by the LGBT Community Center may cause such an increase in the demand for on-street parking that many of our residents will no longer be able to own cars as there may no longer be any on-street parking available to them. We were truly shocked to see the EIR's estimate of the number of new automobile trips expected to be generated by visitors to the center.

Our neighborhood is densely populated, and most of our residents must depend on the availability of on-street parking as our apartment buildings and homes simply do not have adequate garage space to accommodate everyone.

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Because we have had first-hand experience with the problems that the overflow from parking lots can cause, we do not believe that creating additional parking lots or garages is the answer to solving our parking problems. Parking lots located along the freeway right-of-way, currently charging commuters \$3.75 to park all day, have attracted more cars than these lots can accommodate. The overflow from these parking lots so increased the demand for on-street parking that we had to create neighborhood restricted parking zones to keep the entire neighborhood from becoming a parking lot for commuter automobiles. We would oppose the creation of additional parking lots and garages because we believe this would encourage more visitors to drive their automobiles into our neighborhood resulting in even greater competition for on-street parking.

Page 2

Parking lots have also proven to be a magnet for criminal activity. The commuters who pay \$3.75 to park all day have no idea how much time and energy the community and police department spend trying to monitor these lots to prevent the criminals who congregate there from preying on our community. Many of us believe that parking lots are one of the very worst land use choices.

We believe the solution to our transportation and parking problems lies in promoting incentives for visitors to the neighborhood to use public transit. Therefore, we request that the Lesbian, Gay, Bisexual, Transgender Community Center create a transportation management program consisting of the following elements:

- Determine the locations their tenants and visitors will commute from;
- Educate commuters living in outlying suburban areas regarding local transit services connecting to BART and other regional public carriers;
- Provide direct assistance for commuters in planning their trips by public transit;
- Design and distribute promotional materials specific to public transit, and ridesharing;
- Regularly publish and distribute listings of transportation system changes affecting accessibility to the community center;
- Encourage employees and tenants to use public transit by providing on-site sales of tickets and passes as well as distribution of route and schedule information;
- Provide periodic presentations by and/or discussions with representatives of public transit operators;
- Coordinate and implement ridesharing such as carpools and vanpools, including matching commuters and formation of rideshare arrangements, promotion of preferential parking for carpools and vanpools, as well as incentives for employees or tenants to participate in ridesharing;
- Work with University of California Extension in coordinating public transit incentives and ridesharing, as U.C. also attracts many visitors to the neighborhood who travel by automobile.

We believe that by implementing these programs and incentives the Lesbian, Gay, Bisexual, Transgender Community Center's need for on-street parking will be reduced, and neighborhood residents will continue to have some opportunities to park their personal automobiles near their homes.

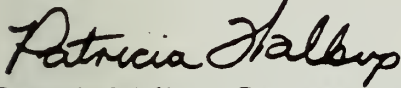
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Cont'd.

Hayes Valley Neighborhood Association would like to work with the Community Center, U. C. Extension and San Francisco Zen Center in helping to create an incentive program that is mutually agreeable to all parties. We request that all parties finalize their agreement by signing a memorandum of understanding.

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Cont'd.

We look forward to working to reduce the number of automobiles in this area by implementing a "transit first" policy.

Yours truly,



Patricia Walkup, Representing
Hayes Valley Neighborhood Association

cc: Brenda Barnett, President, LGBT Community Center
Alice Boatright, University of California Berkeley Extension
Mary Morine, Director, San Francisco Zen Center

LETTER C – HAYES VALLEY NEIGHBORHOOD ASSOCIATION

- C-1) The commenter's concern about existing parking conditions in the neighborhood is noted. Existing parking conditions are reported in the DEIR on pp. 33-34, and parking impacts are discussed on p. 37. These discussions indicate that on-street parking is effectively at capacity during both the midday and evening periods, while off-street parking lots and garages in the vicinity are at about 70 percent of capacity during the midday hours and are about half full in the evening. However, as stated on p. 37, most of the off-street facilities are three to five blocks away on the other side of the Central Freeway, and the U.C. extension lot, which is the closest, is typically full on weekday evenings.

The project does not propose any new parking. As stated in the DEIR on p. 37, while project parking demand could be met in off-street lots and garages, it is likely that many drivers would circle the study area to find parking as close as possible, before deciding to park some distance away in an off-street lot. These drivers would compete with local residents seeking on-street parking.

Regarding the number of vehicle trips estimated in the EIR, it should be noted that the transportation analysis conservatively treated the entire building as a "cultural" use (like a museum) for purposes of calculating trip generation, even though portions of the project would function more like office space. Actual trip generation most likely would vary depending on the number and nature of events held at the Center's auditorium and meeting rooms.

As also stated on p. 37, "The Community Center could promote the use of public transportation by its employees and visitors through provision of public information at the Center and in announcements concerning upcoming events." The Draft EIR did not identify significant effects regarding parking. However, to further reduce vehicle trips and parking demand, the Community Center could implement many of the commenter's recommendations for reducing single-occupant vehicle trips, particularly for employees who would travel to and from the site daily. Occasional visitors would be more likely to drive, although the good transit accessibility of the Center would tend to reduce driving trips. The Community Center is engaged in discussing parking issues with the Hayes Valley Neighborhood Association and other applicable parties.



RECEIVED

SEP 01 1998

COUNTY OF S.F.
DEPT. OF CITY PLANNING

August 15, 1998

Ms. Hillary E. Gitelman
Environmental Review Officer
Planning Department City of San Francisco
1660 Mission St.
San Francisco, CA 94103-2414

Dear Ms. Gitelman,

Re: Case File 97.834E Community Center

I wish to protest the proposal to build a 5 story addition to the Community Center. I am a resident at Waller Street and feel that the addition of large amounts of people and vehicles will impact the entire neighborhood..

We now have the UC Extension which brings many students during the week which makes local parking impossible.

The 2 hour parking restriction is not enforced in the evenings.

There is no overnight parking permitted on Market Street.

There is very little garage space in the local residences.

Many times we have to park our cars 3 to 4 streets away from our homes

During the day children are dropped off and picked up before and after church school.

On Sundays there are church services which brings additional cars and people into this area.

As an essential part of the environment, our lives will be impacted and quiet residential neighborhood will be changed for the worse.

This community is not a Gay and Lesbian community, it is a community of all types of persons Gay, Lesbian and Heterosexual. If a Community Center is to be built it should reflect the entire composition of the existing community.

I suggest that the hearing be held in the evening so that working persons can voice their opinions.

Sincerely,

Irving Lind 73 Waller St., San Francisco 94102 415-863-2446

1

LETTER D – IRVING LIND

- D-1) The commenter's opposition to the project is noted, and will be considered by the decision-makers in their deliberations on the project.

Parking and traffic were considered in the EIR, and no significant effects requiring mitigation were found. Regarding parking, please see also the response to Comment C-1, p. C&R.20.

The project would generate operational noise, mostly due to increased traffic, but these effects would not be significant, as explained in the Initial Study (see p. A.10 of the EIR).



September 5, 1998

Ms. Hillary Gitelman
Environmental Review Officer
San Francisco Planning Department
1660 Mission Street
San Francisco, CA 94103

RECEIVED

SEP 10 1998

CITY & COUNTY DEPT. OF CITY PLANNING
ADMINISTRATION

Dear Ms. Gitelman:

I am submitting the following comments on the Draft Environmental Impact Report (DEIR) for the San Francisco Lesbian, Gay, Bisexual, Transgender Community Center (1800-1814 Market Street Project).

The DEIR is incorrect in describing the Fallon Building at 1800 Market Street as having been determined by the State Office of Historic Preservation (SHPO) to "appear" eligible for listing on the National Register of Historic Places (see Summary, page 1 and Environmental Setting, pages 27 and 29). The statement should be modified to reflect SHPO's comments in a letter to the Federal Highway Administration dated May 13, 1997, wherein the SHPO wrote: "In 1996 the California SHPO concurred with a determination made by HUD that this property was a contributor to the Hayes Valley Historic District. I concur with the determination made by the FHWA that this property is both a contributor to the National Register-eligible district and individually eligible for inclusion in the National Register under criterion C." As you will note, the word "appear" is not used.

1

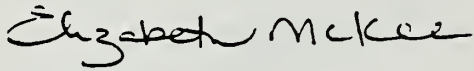
The building was determined individually eligible through the Section 106 of the National Historic Preservation Act process for the Central Freeway studies. This affords it the same status and same level of protection under federal and state law as if it had been formally nominated to the National Register. The National Register criteria generally are more rigorous than local government designations. This should be acknowledged in the Final EIR (FEIR) so that the lay reader is not confused by the lengthy paragraph which concludes the same section of the DEIR by describing how the Fallon building rated only a "3" designation instead of the highest rating of "5" in a survey of architecturally significant buildings conducted by the city over 22 years ago.

The FEIR should include as appendices 1) the May 13, 1997, letter from SHPO concurring with the building's eligibility and 2) the inventory form completed by Caltrans for the Historic Property Survey Report for the Central Freeway studies which led to the determination of individual eligibility. I believe that your planning department is in possession of a copy.

Page 2

Thank for this opportunity to comment.

Sincerely,

A handwritten signature in cursive script that reads "Elizabeth McKee".

Elizabeth McKee
307 Starling Road
Mill Valley, CA 94941

cc: Foundation for San Francisco's Architectural Heritage

LETTER E – ELIZABETH McKEE

- E-1) The commenter is correct: according to the State Office of Historic Preservation (SHPO) directory of properties, the Carmel Fallon Building has been determined to be individually eligible for listing in the National Register of Historic Places, and has also been determined to be a contributor to the Hayes Valley Historic District, which is itself eligible for the National Register. Accordingly, the EIR text is revised on pages 1 (first and third paragraphs); 20 (first paragraph); 27 (second full paragraph); and 29 (third paragraph) to state that the SHPO has determined that the Carmel Fallon Building is individually eligible for the National Register. In each case, the word “appear” or “appears” is replaced by “be” or “is.” In addition, the third sentence of the second full paragraph on p. 27 is revised as follows (new language is underlined; deleted language is indicated with ~~striketrough~~ text):

SHPO concurred with ~~this~~ the determination ~~that the building is individually eligible for the National Register~~ in a May 1997 letter to the Federal Highway Administration.

To address the issue of the 1976 Planning Department survey, the following is added as a new sentence on p. 28 at the end of the second full paragraph:

The 1976 Planning Department architectural survey was a “windshield” survey that did not include a detailed analysis of the buildings surveyed.

The SHPO letter and the inventory form for the Carmel Fallon Building, requested by the commenter, are added to the Final EIR in a new Appendix C. (They are included in Section F at the end of this Summary of Comments and Responses.)

F

Miss Hope Joy Swift

16 Laguna Street, Suite No. 303 San Francisco, CA 94102-6202 Phone: Area Code 415 861-3875

SEPT 8 98

THE ENVIRONMENTAL REVIEW OFFICER

S F PLANNING DEPT

1660 MISSION ST,

S F CA 94103

GENTLEMEN:

RE. IMPACT REPORT ON L G B T COMMUNITY CENTER.

IN THIS NEIGHBORHOOD WE ARE PRINCIPALLY CONCERNED ABOUT THE PARKING PROBLEM, OR I SHOULD SAY LACK THEREOF. IT IS CHUCK A BLOCK NOW AND WITH THE ADDITIONAL CARS, PEDESTRIANS, BICYCLISTS, ETC. IT IS GOING TO BE HORRENDOUS. AND PARTICULARLY AS THE CENTER INTENDS TO REMAIN OPEN UNTIL TEN P M IN THE EVENING HOURS. THESE ARE THE SAME HOURS AS THE U C NIGHT CLASSES AND THEY TAKE UP WHAT LITTLE PARKING IS AVAILABLE. ALSO, AS YOU KNOW THERE ARE MANY LARGE APT BUILDINGS IN THIS AREA AND MOST DO NOT HAVE GARAGES AND IF THEY DO, THE COST OF FROM 85.00 TO 120.00 PER MONTH, IS AN ITEM THAT MANY CANNOT AFFORD DUE TO THE ALREADY HIGH RENTALS THAT PREVAIL. THUS, IF THEY ARE A TENANT, AND DO NOT WISH TO RENT A GARAGE, THEY HAVE TO SEARCH FOR PARKING ON THE STREET AND THIS IS DICEY. PLUS PARKING DURING THOSE HOURS, THEY RUN THE RISK OF CARS BEING BROKEN INTO- WHICH I AND OTHERS SEE ALL OF THE TIME. BROKEN GLASS, ARTICLES PULLED OUT OF CARS AND VANS AND STREWN ON THE STREET AND SIDEWALKS.

1

SECONDLY, WE HAVE BEEN INFORMED THAT THE CENTER PLANS A TERRACE ON THE TOP OF THE BUILDING TO HOLD OUTSIDE GATHERINGS, MUSICAL GROUPS, ETC. THIS WILL NOT SET WELL WITH THE NEIGHBORHOOD AS THIS IS WORKING CLASS FOR THE MAIN. PLUS MANY SICK AND DYING AIDS PATIENTS, MANY SENIORS AND THOSE WHO HAVE TO GET THEIR REST IN ORDER TO GET TO WORK TO PAY THE RENT, ETC. AM SURE YOU GET THE PICTURE. SO ANY SUCH ENTERTAINMENT FEATURES HAD BEST BE CONFINED TO INSIDE THE BUILDING AND NOT OUTSIDE, SO AND NOT TO DISTURB THE SURROUNDING TENANTS ANYMORE THAN IT IS NOW- WHAT WITH THE BUSES, STREET CARS, FREEWAY TRAFFIC, POLICE AND FIRE SIRENS, ETC. SO ANY SUCH TERRACE PROPOSAL WILL HAVE TO BE THOROUGHLY SOUND PROOFED AS THE NEIGHOOD WILL BE ADAMANT IF A NOISE FACTOR PREVAILS.

2

THANKING YOU FOR YOUR KIND CONSIDERATION, I AM

SINCERELY,

HOPE SWIFT

ADDRESS AND PH NUMBER ABOVE

LETTER F – HOPE JOY SWIFT

- F-1) Regarding parking, please see also the response to Comment C-1, p. C&R.20. As noted in that response, the EIR includes an analysis of parking in the evening, when classes are in session at U.C. extension.

The commenter is correct in that the project, as currently designed, does include a roof terrace. This terrace would be on the Market Street side of the new building, approximately 16 feet below the roof and 24 feet below the top of a proposed slanted solid wall element (see Figures 9 and 9A in Section F of this document) and therefore the residential uses to the north would be shielded by the building from noise that may emanate from the roof terrace. The project sponsor has indicated that there is no plan to provide amplified music on the terrace at night (after about 8:00 p.m.).

SECTION D

PUBLIC HEARING COMMENTS AND RESPONSES

This chapter contains a transcript of the public hearing on the Draft EIR and the responses to each of those comments. Each substantive comment on the Draft EIR is labeled with a number in the margin and the response to each comment is presented following the commenter's remarks. For purposes of sequential reference with the written comments, these comments are designated as though they were contained in comment letters. Therefore, comments from the first speaker at the public hearing are answered in responses G-1, G-2, etc. Where responses have resulted in changes to the text of the Draft EIR, these changes will also appear in the Final EIR.

The reader should note that some responses refer to responses to comment letters, as some members of the public made verbal comments that were similar to those made in written form.

Comments

[M]y principal concern has to do with the parking issue, and I should say the lack of parking. It isn't there now; and I just feel that if you bring in that many more people – bicyclists, pedestrians, and so forth – into the area, it is going to certainly impact the area.

And one of the problems that we particularly have is at the evening hours, between, say, 6 and 10, because those are the same hours that the UC has their night classes.

And they come there commencing right at 6 o'clock, and the school doesn't get out until 10. They park in our neighborhood. They block the driveways. Many times the police have to be called, but they do not get out there on such complaints as that. It is not a priority item.

And we are going to have to – the neighbors, as I say are very concerned about this. And one of the alternatives would be to have those coming to the Community Center, that they take public transportation.

Now, maybe that's easier said than done. I personally do not have any other solutions. But we are certain[ly] willing to work with those on the Executive Board of the Community Center to see what can be worked out. (Hope Swift)

G-1

Responses to Comments G

G-1) Regarding parking, please see also the response to Comment C-1, p. C&R.20.

I just wanted to, on the record, thank Dan Reidy on behalf of the Landmarks Board for his letter, comments, which I find as usual are thorough and well thought out.

I just wanted to commend those comments. And I hope the responses to the questions that will be raised are adequately included in the document. (Commissioner Antenore)

H-1

Responses to Comments H

H-1) Responses to comments from Daniel Reidy, Landmarks Board president, are presented beginning on p. C&R.9.

SECTION E

STAFF-INITIATED TEXT CHANGES

APPROVAL OF LANDMARK DESIGNATION

To reflect the Board of Supervisors' September 28, 1998, approval of legislation designating the Carmel Fallon Building as City Landmark No. 223, and the Mayor's October 9, 1998, signature thereon, the following revisions are made to the Draft EIR text (new language is underlined; deleted language is indicated with ~~strikethrough~~ text):

Page 1, second sentence of the first paragraph:

The Community Center would be developed by rehabilitating the existing historically significant 1800-1806 Market Street Carmel Fallon Building, ~~recommended by the Planning Commission for designation as a City Landmark No. 223~~, for use as Community Center offices and ancillary uses, and constructing a new five-story building adjoining the existing building.

Page 1, sixth and seventh sentences of the first paragraph:

The existing building ~~has been recommended by the Planning Commission for designation as a~~ is designated City Landmark No. 223 ~~(action by the Board of Supervisors is pending)~~ and has been determined to be eligible for listing on the National Register of Historic Places. ~~Assuming the Supervisors approve the landmark designation,~~ Rehabilitation of the Carmel Fallon Building would require that a Certificate of Appropriateness be approved by the San Francisco Planning Department or Commission, on the advice of the Landmarks Preservation Advisory Board.

Page 1, second sentence of the third paragraph:

The historic architectural resource issue relates to the proposed project's effects on the historical significance of the Carmel Fallon Building, ~~which has been recommended by the Planning Commission for a City landmark status and~~ that has been determined to be eligible for listing on the National Register of Historic Places.

Page 6, second paragraph under Alternative C:

This alternative would result in an unavoidable, significant, adverse effect on historic architectural resources, in that it would result in the loss of the Carmel Fallon Building, a City landmark which has been determined eligible for listing in the National Register of

Historic Places ~~and for which City landmark designation is pending before the Board of Supervisors and anticipated to be approved.~~

Page 20, third sentence of the first paragraph:

On July 16, 1998, the Planning Commission recommended that the building be designated a City landmark. ~~Action on t~~ The landmark designation is ~~pending before~~ was approved by the Board of Supervisors on September 28, 1998 and signed by the Mayor on October 9, 1998.

Page 21, first sentence of the first paragraph:

~~Assuming the Board of Supervisors approves the landmark designation of the Carmel Fallon Building,~~ The proposed project would require issuance of a Certificate of Appropriateness by the Planning Department or Planning Commission, on the advice of the Landmarks Preservation Advisory Board, for alterations to the Carmel Fallon Building, a City Landmark No. 223.

Page 27, second sentence of the last full paragraph:

Legislation approving local landmark status ~~is pending before~~ was passed by the Board of Supervisors on September 28, 1998, and signed by the Mayor on October 9, 1998.

Page 29, second sentence of the third paragraph:

As also noted, legislation designating the building a City landmark ~~is pending before~~ was passed by the Board of Supervisors on September 28, 1998, and signed by the Mayor on October 9, 1998.

Page 44, second sentence of the second paragraph under Alternative C:

This alternative would result in an unavoidable significant adverse effect on historic architectural resources, in that it would result in the loss of the Carmel Fallon Building, a City landmark which has been determined eligible for listing in the National Register of Historic Places ~~and for which City landmark designation is pending before the Board of Supervisors and anticipated to be approved.~~

OTHER CHANGES

Page 2, the first paragraph under “Historic Architectural Resources” is revised as follows to reflect revisions to the proposed project (new language is underlined; deleted language is indicated with ~~strikethrough~~ text):

The project is rehabilitation and adaptive reuse of the Carmel Fallon Building and construction of a new building adjacent to the historic structure. Rehabilitation of the Carmel Fallon Building includes restoration and limited replacement, where necessary, of

second and third story windows on Market, Octavia, and Waller Streets ~~and replacement of second and third story windows on Market and Octavia Streets with historically compatible windows~~ (with new acoustic glazing in all windows); restoration of the west ground-floor storefront on Market Street, replacement of the east storefront with a historically compatible facade, and placement of fixed acoustical glazing in all storefront windows and in the existing main entrance on Market Street (the existing steps will be removed); removal of the existing billboard on Octavia Street and restoration of this ground floor facade, with placement of fixed acoustical glazing in the storefront window and installation of a sign identifying the Community Center; ~~retention compatible replacement~~ of existing Waller Street doors, which would ~~become emergency exits sealed on the interior~~; and repair, restoration, and replacement of siding as needed (the Market and Octavia Street facades are anticipated to require more restoration and replacement than the Waller Street facade, owing to greater exposure to weather and the need to remove siding on the former two facades for seismic strengthening).

Page 4, the last sentence of the second mitigation measure is revised as follows to correct a typographical error (new language is underlined; deleted language is indicated with ~~striketrough~~ text):

To assist in these efforts, a preservation architect shall be ~~retained~~ retained to review the final design drawings and to consult with the project sponsor's design team on an as-needed basis.

Page 8, the following phrase is added to the final sentence of the second paragraph:

, and Figure 2A presents the ground floor plan

Page 10a (new page), Figure 2A, Proposed Ground Floor Plan (depicted in Section F of this document) is added.

Page 13, the second bullet is revised as follows and the third bullet is deleted to reflect revisions to the proposed project (new language is underlined; deleted language is indicated with ~~striketrough~~ text):

The existing second and third floor window sashes on the Market, ~~and Octavia, and Waller~~ Street elevations (south, ~~and east, and north~~ elevations, respectively) would be repaired (or in a limited number of cases where sashes are missing, broken, or severely damaged, replaced) with new and fixed in place. wood windows that are designed to incorporate Existing 1/8-inch glass would be replaced with 1/4-inch laminated glass (for acoustic purposes). The existing window surrounds would be restored, repaired, and/or replaced with matching pieces. Figures 5, ~~and 6, and 7~~, pp. 14, ~~and 15, and 16~~, show the proposed Market, ~~and Octavia, and Waller~~ Street elevations, respectively.

Page 17, the last sentence of the first bullet is revised as follows to reflect revisions to the proposed project (new language is underlined):

This would result in the ~~floor-level window sill~~ of the easterly of the two Market Street storefronts being raised approximately 3 inches to accommodate the new ground floor level.

Page 17, the first sentence of the third bullet is revised as follows to reflect revisions to the proposed project (new language is underlined; deleted language is indicated with ~~strikethrough~~ text):

The existing doors on the Waller Street elevation (north elevation) would be replaced with comparable doors and would become emergency exits. ~~remain but would be sealed off from the inside.~~

Page 17, the following phrase is added to the final sentence of the fourth bullet:

; it would retain exterior cladding

Page 17, the last two paragraphs are revised, and two new paragraphs are added, as follows to reflect revisions to the proposed project (new language is underlined; deleted language is indicated with ~~strikethrough~~ text):

As described above, some of the primary physical design changes to the existing Carmel Fallon Building are associated with the existing upper-story windows of the building. Figure 8 presents the existing and proposed window profiles for the three principal facades of the Carmel Fallon Building. As noted, ~~new windows would be installed at the second and third stories on Market and Octavia Streets, while upper-floor windows on Waller Street would be repaired and reglazed.~~ all windows would be fitted with acoustical glass to reduce noise transmission from the outside.

~~No architectural design for the new 34,400 sq. ft. building is currently available.~~ The new building would cover the remaining western portion of the lot and would adjoin the Carmel Fallon Building. The main entrance of the Community Center would be on the Market Street side of the new building, immediately west of the historic building, and access to the interior spaces of the Carmel Fallon Building would be through the new building. The existing interior stairway in the Carmel Fallon Building, which currently leads to the Market Street entrance, would be reconfigured so that it would provide access between the new structure and the upper levels of the historic building. The new building would be ~~up to five~~ four stories tall and ~~up to~~ approximately ~~65~~ 56 feet in height to the roof. Total street frontage of the project (including the new building and the existing building) along Market Street would be approximately 147 feet. No parking or loading spaces would be included as part of the project. Figure 9, p. 19, presents a ~~conceptual massing diagram~~ model of the proposed project, depicting the principal (Market Street) facade of the proposed new building, and showing the existing Carmel Fallon Building in the foreground. Figure 9A, p. 19a, shows the project's Market Street facade, and Figure 9B, p. 19b, presents a sectional view, looking east towards the existing building.

As currently designed, the new building would be of modern design and materials, but would take certain cues in the design of its principal Market Street facade from the historic Carmel Fallon Building. Specifically, the second and third floors of the new building would be at the same height as those floors in the existing building (the second floor of the new structure would include a stepped-down multi-purpose room), and horizontal aluminum bands across the glass curtain wall of the Market Street facade would be at the same height as the cornice lines between floors of the Carmel Fallon Building. In addition, the fourth floor roof terrace of the building and its aluminum railing would match with the heights of the third floor cornice and the parapet, respectively, of the Carmel Fallon Building. The remainder of the fourth floor of the new building would be set back so that, from the sidewalk below, the two buildings would have the same apparent height. (See Figure 9A, p. 19a.)

Where the new building would meet the old, the new structure would feature a sloping setback of translucent material, at the base of which would be the Community Center's main entrance. This setback would be about 20 feet deep, providing a clear break between the new structure and the Carmel Fallon Building (see Figure 9, p. 19). The translucent "skin" would cover the entire fourth floor of the new structure and would extend up to 8 feet above the building roof to screen rooftop mechanical equipment (see Figure 9).

The design of the new building depicted in Figures 9, 9A, and 9B is schematic in nature and subject to further refinement based on Planning Department review, public input, and input of the Landmarks Preservation Advisory Board and of the Planning Commission, as well as further work by the architects and the Community Center Board. Design refinements would not alter the overall scale and massing of the building or substantially change its relationship to the landmark Carmel Fallon Building. (As noted under Historic Architectural Resources Impacts, p. 31, the Landmarks Board has reviewed the design of the new building and passed a motion of support, finding the design compatible with the landmark Carmel Fallon Building.)

Page 19a (new page), Figure 9A, Project Market Street Elevation (depicted in Section F of this document) is added.

Page 19b (new page), Figure 9B, Section-Elevation Looking East through New Building to Existing Carmel Fallon Building (depicted in Section F of this document) is added.

Page 34, the third sentence of the first full paragraph is revised as follows to correct an editing error (deleted language is indicated with ~~striketrough~~ text):

Midday occupancy levels averaged about 70 percent ~~for the monthly parking spaces and about 90 percent~~ (ranging between 43 percent and 96 percent).

Page 39, the last sentence of the second mitigation measure is revised as follows to correct a typographical error (new language is underlined; deleted language is indicated with ~~striketrough~~ text):

To assist in these efforts, a preservation architect shall be ~~retailed~~ retained to review the final design drawings and to consult with the project sponsor's design team on an as-needed basis.

SECTION F

MATERIALS ADDED TO THE FINAL EIR

This section of the Draft Summary of Comments and Responses presented new and revised figures, referenced previously in the text of the Summary of Comments and Responses, that are added to the EIR. In this Final EIR, the figures below are incorporated within the EIR.

REVISED FIGURES FROM DRAFT SEIR

5. Proposed South (Market Street) Elevation of Carmel Fallon Building (Revised)
6. Proposed East (Octavia Street) Elevation of Carmel Fallon Building (Revised)
7. Proposed North (Waller Street) Elevation of Carmel Fallon Building (Revised)
8. Existing and Proposed Window Profiles (Revised)
9. Photograph of Project Model (Revised)

NEWLY ADDED FIGURES

- 2A. Proposed Ground Floor Plan
- 9A. Project Market Street Elevation
- 9B. Section-Elevation Looking East through New Building to Existing Carmel Fallon Building
11. Hayes Valley Historic District

Also included in this section of the Draft Summary of Comments and Responses were the following materials, referenced previously in the text of the Summary of Comments and Responses. These materials are included in the Final EIR as Appendix C.

- Agreement Between Community Center Board, Foundation for San Francisco's Architectural Heritage, and Friends of 1800 Market
- Letter from State Historic Preservation Officer Confirming National Register of Historic Places Eligibility of Carmel Fallon Building (1800 Market Street)
- State of California Department of Parks and Recreation Historic Resources Inventory Form for Carmel Fallon Building (from Caltrans 1997 Central Freeway Survey)

CHAPTER IX

APPENDICES

APPENDIX A: Initial Study

APPENDIX B: Criteria for Listing on the National Register of Historic Places

- APPENDIX C: Historic Architectural Resources

**NOTICE THAT AN ENVIRONMENTAL IMPACT REPORT
IS DETERMINED TO BE REQUIRED**

Date of this Notice: May 9, 1998

Lead Agency: City and County of San Francisco, Planning Department
1660 Mission Street, 5th Floor, San Francisco, CA 94103
Agency Contact Person: Irene Nishimura **Telephone:** (415) 558-6358

Project Title: 97.834E: 1800-1814 Market Street **Project Sponsor:** Community Center Project
Contact Person: Michael Simmons

Project Address: 1800-1814 Market Street, at Octavia and Waller Streets
Assessor's Block and Lot: Block 871, Lot 14
City and County: San Francisco

Project Description: The project would involve the development of the Lesbian, Gay, Bisexual, Transgender Community Center on an 11,000-square-foot triangular-shaped lot at the northwest corner of Market, Octavia, and Waller Streets. The Community Center would be developed by rehabilitating the existing historically significant 1800 Market Street building and constructing an addition to the existing building. The Community Center would have approximately 41,000 square feet of space and would be up to five stories in height. The Community Center would include space for a cafe, retail space, a reading and exhibit room, business services, an auditorium, a kitchen, meeting spaces, offices, and storage and other ancillary uses. The existing building, which was constructed in 1893 and is referred to as the Fallon Building, has approximately 6,600 square feet of space and is three stories high. The existing building is rated "3" in the 1976 Department of City Planning citywide survey of architectural resources and has been determined to be eligible for listing on the National Register of Historic Places. The building is currently vacant; a bookshop was in the first floor until mid-1997 and two residential units on the upper floors have been vacant since about 1993. The project site also included a former used car lot and a private club, both of which have been demolished. The demolition of these buildings was permitted by the City and is not part of this project.

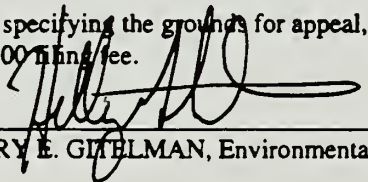
The project is within an NC-3 (Moderate-Scale Neighborhood Commercial) District and an 80-A Height and Bulk District. It would require a Planning Code text amendment, Conditional Use Authorization, and Variances from Planning Code requirements.

THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT AND AN ENVIRONMENTAL IMPACT REPORT IS REQUIRED. This determination is based upon the criteria of the Guidelines of the State Secretary for Resources, Sections 15063 (Initial Study), 15064 (Determining Significant Effect), and 15065 (Mandatory Findings of Significance), and the following reasons, as documented in the Initial Study for the project, which is attached.

Deadline for Filing an Appeal of this Determination to the City Planning Commission:
June 8, 1998.

An appeal requires:

- 1) a letter specifying the grounds for appeal, and;
- 2) a \$209.00 filing fee.


HILLARY E. GITELMAN, Environmental Review Officer

ER5 6/85

1800-1814 MARKET STREET
INITIAL STUDY
97.834E

I. PROJECT DESCRIPTION

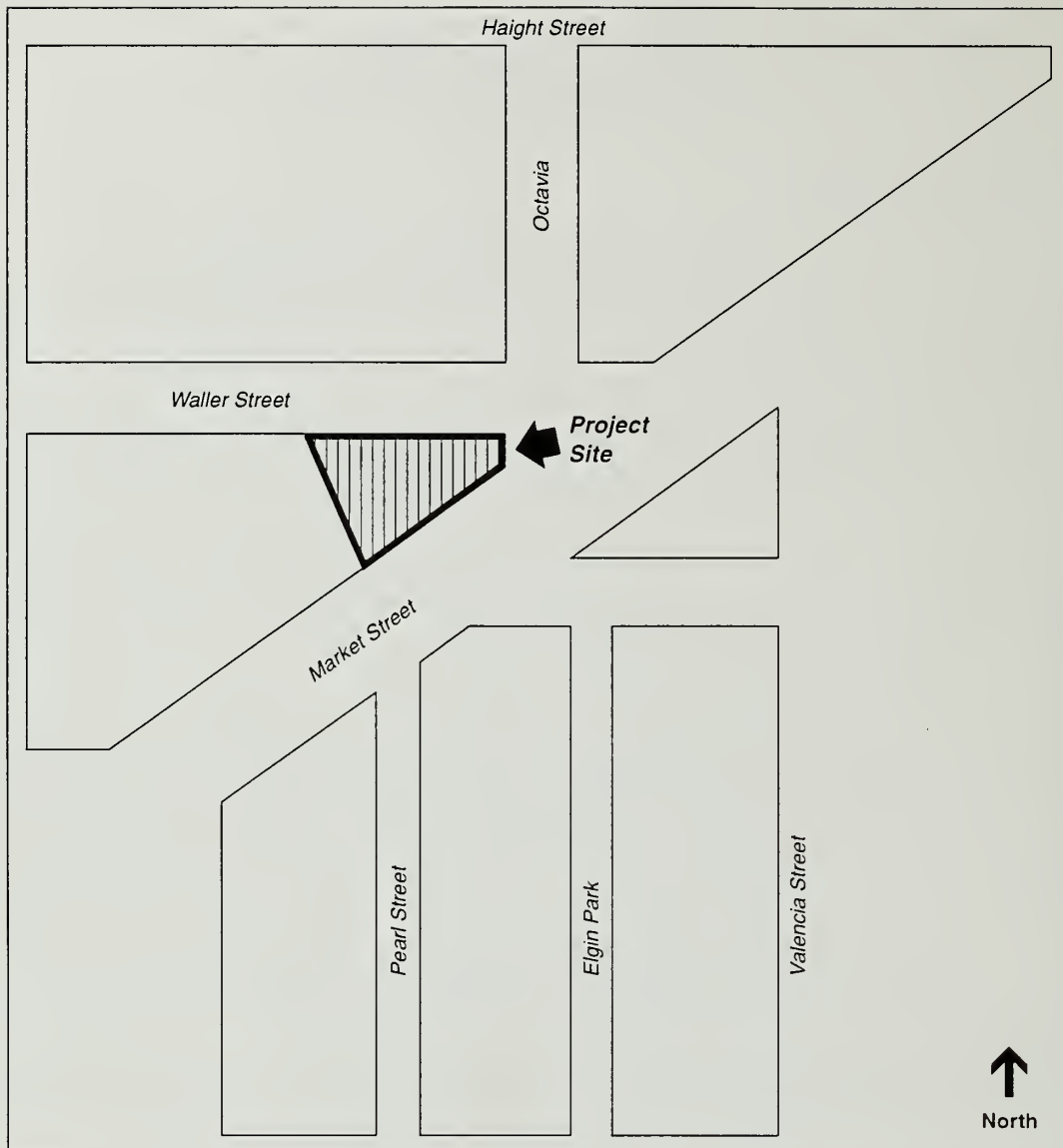
The project site is at 1800-1814 Market Street in San Francisco, on the corner of Market, Octavia, and Waller Streets (see Figure 1), within an NC-3 (Moderate-Scale Neighborhood Commercial) District and an 80-A Height and Bulk District. The approximately 11,000-square-foot site consists of Lot 14 in Assessor's Block 871, and is occupied by one three-story structure containing 6,600 sq. ft. that was formerly used for retail on the ground floor and residential on the upper two floors. The project site also formerly contained a used car lot dealership and a private club, both of which have been demolished. The project would result in the development of an approximately 41,000-sq.-ft. building for use as a Lesbian, Gay, Bisexual, Transgender Community Center. Thus, the project would result in an increase of approximately 34,400 sq. ft. of space at the project site.

Development of the Community Center would be accomplished by rehabilitating and constructing an addition to the existing building. The existing building would be rehabilitated and an approximately 34,400-sq.-ft. addition would be constructed. Together, the rehabilitated building and the addition would comprise the Community Center. No parking or loading space would be included as part of the project.

The existing three-story structure on the project site is a Victorian-style building that was built in 1893. The building is rated "3" on San Francisco's 1976 Architectural Survey and the State Office of Historic Preservation determined that the building is eligible for listing on the National Register of Historic Places.

No architectural design has been finalized. The Community Center would have a main entrance on Market Street. The new structure would be five stories tall and approximately 65 feet in height, and the total street frontage of the project on Market Street would be approximately 147 feet.

Project construction would take about one year. Project construction is expected to begin in mid- to late summer of 1999.



II. SUMMARY OF POTENTIAL ENVIRONMENTAL EFFECTS

A. EFFECTS FOUND TO BE POTENTIALLY SIGNIFICANT

The 1800-1814 Market Street project is examined in this Initial Study to identify potential effects on the environment. Three project-specific effects: transportation, impacts on historic architectural resources, and impacts on archaeological resources have been determined to be potentially significant, and will be analyzed in an Environmental Impact Report (EIR).

B. EFFECTS FOUND NOT TO BE SIGNIFICANT

The following potential impacts were determined either to be insignificant or to be mitigated through measures included in the project. These items are discussed in Section III below, and require no further environmental analysis in the EIR: land use, visual quality, population, noise, air quality, utilities/public services, biology, geology/topography, water, energy, and hazards.

III. ENVIRONMENTAL EVALUATION CHECKLIST AND DISCUSSION

A. COMPATIBILITY WITH EXISTING ZONING AND PLANS	<u>Discussed</u>	Not <u>Applicable</u>
1) Discuss any variances, special authorizations, or changes proposed to the City Planning Code or Zoning Map, if applicable.	<u>X</u>	<u> </u>
* 2) Discuss any conflicts with any adopted environmental plans and goals of the City or Region, if applicable.	<u>X</u>	<u>X</u>

The *Planning Code*, which incorporates by reference the City Zoning Maps, governs land uses, densities and configuration of buildings within San Francisco. Permits to construct new buildings or to alter or demolish existing ones may not be issued unless the proposed project conforms with the Code or an exception is granted pursuant to provisions of the Code.

The *Planning Code* describes an NC-3 District as a neighborhood commercial district consisting of a wide variety of comparison and specialty goods and services to a population greater than the immediate neighborhood (Section 712.1). Typically, an NC-3 District is a linear district located along heavily trafficked thoroughfares which also serve as major transit routes.

As a large institutional use, the proposed Community Center would be a permitted use in an NC-3 District. However, in an NC-3 District, second story residential conversion would require

* Derived from CEQA Guidelines, Appendix G, normally significant effect.

Conditional Use Authorization, and third story residential conversion is not permitted in an NC-3 District. Thus, the Planning Code would require amendment or the project site would need to be rezoned in order to convert the third story residential use in the existing building to the Community Center use. Amendment of the Planning Code would be proposed to allow third story residential conversion to a large institutional use in an historic building with Conditional Use Authorization. Environmental assessment of this text amendment will be included in the EIR.

In addition, because of the size of the project site and the proposed building size, the project would need Conditional Use Authorization from the Planning Commission for development of a lot larger than 10,000 square feet and for construction of a building larger than 6,000 square feet.

The project would comply with the height and bulk limits of the 80-A Height and Bulk District in which buildings are permitted up to a height of 80 feet but the building bulk above 40 feet is limited to a maximum of 110 feet in length and 125 feet in diagonal dimension. A variance from the NC-3 District's Floor Area Ratio (FAR) of 3.6 to 1 may be required and a parking variance would be required since off-street parking would not be provided as part of the project.

Environmental plans and policies, like the 1997 Bay Area Air Quality Plan, directly address physical environmental issues and/or contain standards or targets that must be met in order to preserve or improve specific components of the City's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

The San Francisco *General Plan*, which provides general policies and objectives to guide land use decisions, contains some policies that relate to physical environmental issues. The City Planning Commission would review the project in the context of applicable objectives and policies of the *General Plan*. The relationship of the proposed project to objectives and policies of the *General Plan* will be discussed in the EIR.

On November 4, 1986, the voters of San Francisco passed Proposition M, the Accountable Planning Initiative, which established eight Priority Policies. These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project which requires an Initial Study under the *California Environmental Quality Act* (CEQA), or adopting any zoning ordinance or development agreement, the City is required to find that the proposed project or legislation is consistent with the Priority Policies.

* Derived from CEQA Guidelines, Appendix G, normally significant effect.

The case report for the Conditional Use authorization and subsequent motion for the City Planning Commission will contain the analysis determining whether the project is in conformance with the Priority Policies.

B. ENVIRONMENTAL EFFECTS

1) <u>Cultural</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
* (a) Disrupt or adversely affect a prehistoric or historic archaeological site or a property of historic or cultural significance to a community or ethnic or social group; or a paleontological site except as a part of a scientific study?	<u>X</u>	<u> </u>	<u>X</u>
(b) Conflict with established recreational, educational, religious or scientific uses of the area?	<u> </u>	<u>X</u>	<u> </u>
(c) Conflict with the preservation of buildings subject to the provisions of Article 10 or Article 11 of the City Planning Code?	<u>X</u>	<u> </u>	<u>X</u>

A records search was conducted at the Northwest Information Center of the California Historical Resource Information System.¹ According to the records search, the project site is located within the general vicinity of the historic land holdings of Mission Dolores. Although the project site is not within the living quarters of the Mission, there is a high possibility of the existence of the remains of camps, buildings, or other mission-related features. Earthmoving activities at the project site could result in the discovery or disturbance of these resources. Therefore, this topic will be discussed in detail in the EIR.

The existing building on the project site was constructed in 1893 and has been determined to be eligible for the National Register of Historic Places. Rehabilitation of this structure is a potentially significant impact on an historic architectural and cultural resource unless it is consistent with the Secretary of the Interior's Standards for Treatment of Historic Properties. Therefore, this topic will be discussed in detail in the EIR.

¹ The records search is on file in Project File No. 97.834E at the San Francisco Planning Department, Major Environmental Analysis Section, 1660 Mission Street, San Francisco.

* Derived from CEQA Guidelines, Appendix G, normally significant effect.

2) <u>Land Use</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
* (a) Disrupt or divide the physical arrangement of an established community?	_____	<u>X</u>	<u>X</u>
* (b) Have any substantial impact upon the existing character of the vicinity?	_____	<u>X</u>	<u>X</u>

The 11,000-sq.-ft. project site currently is occupied by a three-story building formerly containing retail and residential uses and by a former used car sales lot and private club. Land use in the project vicinity is primarily devoted to commercial and residential land uses. In the immediate site vicinity are neighborhood commercial/retail uses, multi-family residential buildings, and other institutional uses, including the UC Extension Center on Laguna Street, the First Baptist Church and the International Christian School on Waller Street, and the Mt. Trinity Baptist Church, Jews for Jesus, and the San Francisco Law School on Haight Street.

The proposed project would cover the entire site and contain approximately four times as much space as in the existing and demolished buildings (approximately 41,000 sq. ft. versus 10,200 sq. ft.). This intensification would not be substantial since there are numerous buildings in the project site vicinity that are of similar size. The project would change the use at the project site from a residential/retail/club building and parking lot (former used car lot and private club) to a large institutional use. The project would continue the pattern of mixed-use development in the project site vicinity and would be compatible with existing surrounding land uses. Hence, the project would not disrupt or divide the neighborhood.

Since the project would not change the character of the area in terms of its land use, this topic requires no further study in the EIR. Although the potential effect on land use requires no further analysis for CEQA purposes, it will be discussed in the EIR, for informational purposes and context.

3) <u>Visual Quality</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
* (a) Have a substantial, demonstrable negative aesthetic effect?	_____	<u>X</u>	<u>X</u>
(b) Substantially degrade or obstruct any scenic view or vista now observed from public areas?	_____	<u>X</u>	<u>X</u>
(c) Generate obtrusive light or glare substantially impacting other properties?	_____	<u>X</u>	<u>X</u>

The existing three-story building on the project site is a wood Victorian-style building with frontages on Market, Octavia, and Waller Streets (see Figure 2). Detailing includes typical Victorian-style elements, such as bay windows. The existing building is about 36 feet in height.

* Derived from CEQA Guidelines, Appendix G, normally significant effect.



View of Octavia Street facade looking west



View of Market Street facade looking north

SOURCE: Environmental Science Associates

Case Number: 97.834E: Lesbian, Gay, Bisexual, Transgender Community Center (1800-1814 Market Street) ■

Figure 2
Project Site Photos

The proposed project would result in a visual change, since it would construct an addition to the existing building. The Community Center would be greater in size and height than the existing building, and the new addition to the existing building would be different in architectural style than the existing building.

The addition for the Community Center would be an approximately 65-foot tall building which would be comparable in height to some buildings in the immediate area and shorter than others. Its building mass would be comparable to other buildings in the immediate vicinity. Because the Community Center would be similar in height and scale to other buildings in the vicinity, it would not have a substantial, demonstrable negative aesthetic effect. Although the site is visible from surrounding land uses, development on the site would not substantially change or block any public scenic vista.

The project would comply with City Planning Commission Resolution No. 9212, which prohibits the use of mirrored or reflective glass.

The EIR will discuss the appearance of the new building under the topic of architectural and historic resources. However, in view of the above discussion, Visual Quality, including urban design and glare, does not require further study in the EIR.

4) <u>Population</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
* (a) Induce substantial growth or concentration of population?	_____	<u>X</u>	<u>X</u>
* (b) Displace a large number of people (involving either housing or employment)?	_____	<u>X</u>	_____
(c) Create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply?	_____	<u>X</u>	<u>X</u>

The existing building is vacant; currently, no residential population or employment is associated with the project site. The Community Center would employ about 150 persons at the site. The Community Center also would have meeting spaces, an auditorium, and other gathering spaces that would accommodate additional people. The largest space would be the auditorium, which would have a capacity of up to 250 persons; however, the auditorium would be used intermittently. Thus, an increase in the number of persons at the project site would occur. However, this increase would be minimal when considered in the context of employment in San Francisco. The project would not have a measurable effect on demand for housing in San Francisco or the Bay Area. Therefore, population and housing require no further analysis in the EIR.

* Derived from CEQA Guidelines, Appendix G, normally significant effect.

5) <u>Transportation / Circulation</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
* (a) Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system?	_____	<u>X</u>	<u>X</u>
(b) Interfere with existing transportation systems, causing substantial alterations to circulation patterns or major traffic hazards?	_____	<u>X</u>	_____
(c) Cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity?	_____	<u>X</u>	<u>X</u>
(d) Cause a substantial increase in parking demand which cannot be accommodated by existing parking facilities?	_____	<u>X</u>	<u>X</u>

Increased employment on the project site and the public's use of the proposed project would generate increased demand on the local transportation system, including increased traffic and increased transit demand. Project effects on transportation and circulation, including intersection operations, transit demand, and impacts on pedestrian circulation, parking, and freight loading, as well as construction impacts, will be analyzed in the EIR.

6) <u>Noise</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
* (a) Increase substantially the ambient noise levels for adjoining areas?	_____	<u>X</u>	<u>X</u>
(b) Violate Title 24 Noise Insulation Standards, if applicable?	_____	<u>X</u>	<u>X</u>
(c) Be substantially impacted by existing noise levels?	_____	<u>X</u>	<u>X</u>

Ambient noise in the project vicinity is typical of noise levels in San Francisco, which are dominated by vehicular traffic, including trucks, cars, MUNI buses and emergency vehicles. An approximate doubling of traffic volumes in the area would be necessary to produce an increase in ambient noise levels noticeable to most people. The project would not be expected to cause a doubling in traffic volumes, and therefore, would not cause a noticeable increase in the ambient noise level in the project vicinity. To the extent that project-generated traffic noise would produce a perceptible increase in noise levels, the resulting noise levels would not be in excess of what would be expected in a high-density urban area.

* Derived from CEQA Guidelines, Appendix G, normally significant effect.

Noise-sensitive land uses, such as multi-family residential units, exist in the project site vicinity. In addition, a church and a school also exist in the site vicinity. Demolition, earthmoving, and building construction would temporarily increase noise in the site vicinity. Pile driving would occur as part of construction activities. The construction period, including demolition and grading, would last approximately one year. Construction noise levels would fluctuate depending on construction phase, equipment type and duration of use, distance between noise source and listener, and presence or absence of barriers. Construction activities would not occur on the weekends or evenings when most church services occur.

Construction noise is regulated by the San Francisco Noise Ordinance (Article 29 of the City Police Code). The ordinance requires that noise levels from individual pieces of construction equipment, other than impact tools, not exceed 80 decibels at a distance of 100 feet from the source. Impact tools (jackhammers, pile drivers, impact wrenches) must have both intake and exhaust muffled to the satisfaction of the Director of Public Works. Section 2908 of the Ordinance prohibits construction work between 8:00 p.m. and 7:00 a.m., if noise would exceed the ambient noise level by five decibels at the project property line, unless a special permit is authorized by the Director of Public Works.

At times during construction, noise levels would disturb surrounding residents and businesses. There would be times when noise would interfere with indoor activities in nearby residences and commercial uses adjacent to the project site. Noise impacts would be temporary in nature and limited to the period of construction. Therefore, they are not considered significant environmental impacts.

Operation of the Community Center would be subject to the San Francisco Noise Ordinance. The Community Center would comply with Title 24 of the California Code of Regulations (e.g., glazing for energy conservation would reduce interior noise). In addition, since the Community Center would be subject to a high level of traffic noise from Market Street and the Central Freeway, the Fallon Building would probably require new windows for noise insulation. While these new windows would not have an adverse effect on noise, they could adversely affect the historic integrity of the building, and will therefore be discussed in the EIR under cultural resources. However, no substantial adverse noise impact would occur as a result of the project.

Because construction-related noise, effects related to noise-sensitive receptors, and project operational noise would not be significant environmental impacts, noise effects will not be analyzed in the EIR.

* Derived from CEQA Guidelines, Appendix G, normally significant effect.

7) <u>Air Quality/Climate</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
* (a) Violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation?	_____	<u>X</u>	<u>X</u>
* (b) Expose sensitive receptors to substantial pollutant concentrations?	_____	<u>X</u>	<u>X</u>
(c) Permeate its vicinity with objectionable odors?	_____	<u>X</u>	_____
(d) Alter wind, moisture or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate either in the community or region?	_____	<u>X</u>	<u>X</u>

The Bay Area Air Quality Management District (BAAQMD) has established thresholds for projects requiring its review for potential air quality impacts. Those thresholds are based on the minimum size projects that the District considers capable of producing air quality problems. No specific threshold is provided for community centers; however, the number of square feet for this project (41,000 sq. ft.) is less than one-fourth the threshold (175,000 sq. ft.) for a government office project. The District generally does not recommend a detailed air quality analysis for a project generating less than 2,000 vehicle trips per day. Given the size of the proposed Community Center and its location along transit-oriented Market Street, it is not likely that 2,000 vehicle trips per day would be generated by the proposed project. Therefore, the project would not exceed the BAAQMD's standard and no significant operational air quality impact would be generated by this project.

Demolition, excavation, grading and other ground-disturbing construction activities would temporarily affect local air quality for about 2 or 3 months, causing a temporary increase in particulate dust and other pollutants. Dust emission during demolition and excavation would increase particulate concentrations near the site. Dust can be expected to fall at times on surfaces within 200 to 800 feet. In wind conditions exceeding 12 miles per hour, localized effects, including human discomfort, might occur downwind from blowing dust. Construction dust is composed primarily of large particles that settle out of the atmosphere more rapidly with increasing distance from its source, and are easily filtered by human breathing passages. In general, construction dust would result in more of a nuisance than a health hazard in the vicinity of construction activities. About one-third of the dust generated by construction activities consists of smaller size particles in the range that can be inhaled by humans (*i.e.*, particles 10 microns or smaller in diameter, known as PM₁₀). Although those particles are generally inert and more of a nuisance than a hazard for most people, persons with respiratory diseases immediately downwind of the site, as well as any unprotected sensitive electronics or communications equipment, could be sensitive to this dust. To minimize air quality impacts to an insignificant level, the project sponsor would require the contractor to water the project site

* Derived from CEQA Guidelines, Appendix G, normally significant effect.

twice a day during construction to reduce particulates by at least 50 percent; to cover soil, sand and other material; and to sweep the streets around the demolition and construction site at least once per day (see Mitigation Measure, p. 19).

Section 295 of the City Planning Code was adopted in response to Proposition K (passed by San Francisco voters in November 1984) in order to protect public open spaces from shadowing by new structures during the period between one hour after sunrise and one hour before sunset, year around. Section 295 restricts new shadow upon public spaces under the jurisdiction of the Recreation and Park Department by any structure exceeding 40 feet unless the City Planning Commission finds the impact to be insignificant. The Community Center would be approximately 65 feet tall and therefore would be subject to Section 295. It would cast limited shadow that would not be substantially greater than is cast by existing buildings or more than is usual in high-density urban areas. In addition, no Proposition K property would be affected by shadows cast by the 65-ft. tall building.

Wind impacts are generally caused by large building masses extending substantially above their surroundings, and by buildings oriented such that a large wall catches a prevailing wind, particularly if such a wall includes little or no articulation. The new building would be taller than most surrounding structures, but not sufficiently so such that it would create any substantial wind effects in pedestrian and public use areas. Further, the project itself would not be tall enough to be expected to generate substantial wind effects.

Potential air quality, shadow and climate effects would be less than significant, and construction air quality effects, with the implementation of the Mitigation Measure on page 19, also would be less than significant. Hence, these environmental issues require no further analysis and will not be included in the EIR.

8) <u>Utilities/Public Services.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
* (a) Breach published national, state or local standards relating to solid waste or litter control?	_____	<u>X</u>	_____
* (b) Extend a sewer trunk line with capacity to serve new development?	_____	<u>X</u>	_____
(c) Substantially increase demand for schools, recreation or other public facilities?	_____	<u>X</u>	_____
(d) Require major expansion of power, water, or communications facilities?	_____	<u>X</u>	<u>X</u>

The proposed project would incrementally increase demand for and use of public services and utilities on the site and increase water consumption, but not in excess of amounts expected and

* Derived from CEQA Guidelines, Appendix G, normally significant effect.

provided for in the project area, and would not be expected to have any measurable impact on public services or utilities. Since the project would not cause a significant impact on utilities and public services, this topic requires no further analysis and will not be included in the EIR.

9) <u>Biology.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
* (a) Substantially affect a rare or endangered species of animal or plant or the habitat of the species?	_____	<u>X</u>	<u>X</u>
* (b) Substantially diminish habitat for fish, wildlife or plants, or interfere substantially with the movement of any resident or migratory fish or wildlife species?	_____	<u>X</u>	_____
(c) Require removal of substantial numbers of mature, scenic trees?	_____	<u>X</u>	<u>X</u>

The project site is covered primarily by impervious surfaces, including the existing three-story building. The project would not affect any threatened, rare or endangered plant life or habitat. The project would not interfere with any resident or migratory species. No trees exist on the site. This topic will not be discussed in the EIR since biological resources, wildlife, and wildlife habitat would not be affected by the project.

10) <u>Geology/Topography.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
* (a) Expose people or structures to major geologic hazards (slides, subsidence, erosion and liquefaction)?	_____	<u>X</u>	<u>X</u>
(b) Change substantially the topography or any unique geologic or physical features of the site?	_____	<u>X</u>	<u>X</u>

The site is level and is generally underlain by sand with varying amounts of clay and silt. Based on borings made at the site and in the site vicinity, approximately 2.5 feet of fill exists beneath the site, consisting of medium-stiff sandy clay, which could be fill. The sand is medium dense to clayey to a depth of about 10 feet. Below this depth, the sand is generally dense to very dense. No groundwater was encountered during test borings; however, groundwater was encountered at depths of at least 22 feet below the ground surface in borings drilled in the site vicinity.² The site is not in an area susceptible to landslides.

² ACC Environmental Consultants, *Site Investigation Report, 1800-1814 Market Street, San Francisco, California*, October 25, 1996. The report is in Project File No. 97.834E at the San Francisco Planning Department, 1660 Mission Street.

* Derived from CEQA Guidelines, Appendix G, normally significant effect.

The project site is located in an area subject to groundshaking from earthquakes along the San Andreas and Northern Hayward Faults, as shown on the maps of San Andreas and Northern Hayward Earthquake Shaking Intensity (Maps 2 and 3) of the San Francisco General Plan Community Safety Element; and from earthquakes along other faults in the San Francisco Bay Area.

The project site is within a Seismic Hazard Zone (SHZ) designated by the California Department of Conservation, Division of Mines and Geology (CDMG), as shown on the map of Seismic Hazard Zones – Zones of Liquefaction Potential, of the City and County of San Francisco, April 17, 1997. The CDMG defines a SHZ as an area with the potential for liquefaction, and has set procedures for local review of development proposals in these areas.

A geotechnical investigation report prepared for the project by a California-licensed geotechnical engineer is on file with the Planning Department and available for review as part of the project file.³ The geotechnical report found the site suitable for development provided that the recommendations included in the report are incorporated into the design and construction of the proposed development. The project sponsor has agreed to follow the recommendations of the report in constructing the project.

The project building plans would be reviewed by the Department of Building Inspection (DBI). In reviewing building plans, DBI refers to a variety of information sources to determine existing hazards and assess requirements for mitigation. Sources include the maps of Seismic Hazard Zones, Zones of Liquefaction Potential, and known landslide areas in San Francisco as well as the building inspectors' working knowledge of areas of special geologic concern. The above-referenced geotechnical investigation would be an information source for DBI review of building permits for the project. In addition, DBI could require that additional site-specific soils report(s) be prepared in conjunction with permit applications, as needed.

The proposed building would be constructed in accordance with the seismic safety standards of the Uniform Building Code.

The project would not alter the topography of the site.

No further analysis of geology and seismicity is required in the EIR because the project would not cause geologic and seismic hazards.

³ Trans Pacific Geotechnical Consultants, Inc., January 29, 1997, Progress Report Geotechnical Investigation, Proposed Community Center, 1800-1814 Market Street, in Project File No. 97.834E, at the San Francisco Planning Department, 1660 Mission Street.

* Derived from CEQA Guidelines, Appendix G, normally significant effect.

11) <u>Water</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
* (a) Substantially degrade water quality, or contaminate a public water supply?	_____	<u>X</u>	_____
* (b) Substantially degrade or deplete ground-water resources, or interfere substantially with groundwater recharge?	_____	<u>X</u>	<u>X</u>
* (c) Cause substantial flooding, erosion or siltation?	_____	<u>X</u>	<u>X</u>

The project site is mostly covered by impervious surfaces (consisting of the existing three-story building and a former private club and used car lot with ancillary structures). The Community Center building would cover the entire project site. The project would not result in an increase in the area of impervious surface on the site, and increase in surface runoff from the site would not occur. The general drainage pattern of the site would not be altered; site runoff would drain into the City's combined sanitary and storm sewer system.

Based on groundwater measurements conducted in the project site vicinity, groundwater at the site currently occurs at least 22 feet below the surface. Because only minor earthmoving and minor excavation for foundation footings would be included in the project, the project would not require any dewatering.

Since the project would not affect water quality, water supply, or groundwater, or cause substantial erosion or siltation, no further analysis of water resources is required in the EIR.

12) <u>Energy/Natural Resources</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
* (a) Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner?	_____	<u>X</u>	<u>X</u>
(b) Have a substantial effect on the potential use, extraction, or depletion of a natural resource?	_____	<u>X</u>	_____

Project building rehabilitation and additional construction would require consumption of energy in an amount that would be typical for conventional construction.

The project would meet current, state and local codes concerning energy consumption. It would not cause a wasteful use of energy. New buildings in San Francisco are required to conform to energy conservation standards specified by Title 24 of the California Code of Regulations. Documentation showing compliance with these standards is submitted with the application for the project's building permit. Title 24 standards are enforced by the DBI. Since the project

* Derived from CEQA Guidelines, Appendix G, normally significant effect.

would not adversely affect energy and natural resources, no further analysis and discussion is required in the EIR.

13) <u>Hazards</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
* (a) Create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or animal or plant populations in the area affected?	_____	<u>X</u>	<u>X</u>
* (b) Interfere with emergency response plans or emergency evacuation plans?	_____	<u>X</u>	_____
(c) Create a potentially substantial fire hazard?	_____	<u>X</u>	_____

Asbestos-containing materials have been found within the existing structure built in 1893, which is proposed to be rehabilitated as part of the project.⁴ Since removal of asbestos would involve asbestos-related work involving 100 square feet or more of asbestos-containing materials, it must comply with State law that requires that the contractor be certified and that certain procedures be followed.⁵

Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition permits until an applicant has demonstrated compliance with notification requirements under applicable Federal regulations regarding hazardous air pollutants, including asbestos. The Bay Area Air Quality Management District (BAAQMD) is vested by the California legislature with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement, and is to be notified ten days in advance of any proposed demolition. Notification includes the names, addresses and phone numbers of demolition business operations and persons responsible, including the contractor; description and location of the structure to be renovated/demolished including size, age and prior use, and the approximate amount of friable asbestos; scheduled start and completion dates of demolition; nature of planned work and methods to be employed; procedures to be employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used. The BAAQMD randomly inspects removal operations. In addition, the BAAQMD inspects any removal operations for which a complaint has been received.

The local office of the State Occupational Safety and Health Administration (OSHA) must be notified of asbestos abatement to be carried out. Asbestos abatement contractors must follow

⁴ ACC Environmental Consultants, *Phase I Environmental Site Assessment, 1800-1814 Market Street, San Francisco, California*, October 23, 1989, in Project File No. 97.834E, at the San Francisco Planning Department, 1660 Mission Street.

⁵ Assembly Bill 2040, Asbestos 1985, Added Section 24223 and Chapter 25 to Division 20 of the Health and Safety Code.

* Derived from CEQA Guidelines, Appendix G, normally significant effect.

State regulations contained in 8 CCR 1529 and 8 CCR 341.6 through 341.14 when there is asbestos-related work involving 100 square feet or more of asbestos-containing material. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of the State of California. The owner of the properties where abatement would occur must have a Hazardous Waste Generator Number assigned by, and registered with, the California Department of Health Services in Sacramento. The contractor and the hauler of the material are required to file a Hazardous Waste Manifest that details the hauling of the material from the site and the disposal of the material. Pursuant to California law, DBI would not issue the required permit until the applicant has complied with the asbestos abatement notice requirements. These regulations and procedures, already established as part of the permit review process, would ensure that any potential impacts due to asbestos would be reduced to a level of insignificance.

Lead paint may be found in the existing building, constructed in 1893 and proposed for rehabilitation as part of the project. Rehabilitation must comply with Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint. Where there is any work that may disturb or remove lead paint on the exterior of any building built prior to December 31, 1978, Chapter 36 requires specific notification and work standards, and identifies prohibited work methods and penalties.

Chapter 36 applies to buildings or steel structures which original construction was completed prior to 1979 (which are assumed to have lead-based paint on their surfaces), where more than ten total square feet of lead-based paint would be disturbed or removed. The ordinance contains performance standards, including establishment of containment barriers, at least as effective at protecting human health and the environment as those in the HUD Guidelines (the most recent Guidelines for Evaluation and control of Lead-Based Paint Hazards) and identifies prohibited practices that may not be used in disturbance or removal of lead-based paint. Any person performing work subject to the ordinance shall make all reasonable efforts to prevent migration of lead paint contaminants beyond containment barriers during the course of the work, and any person performing regulated work shall make all reasonable efforts to remove all visible lead paint contaminants from all regulated areas of the property prior to completion of the work.

The ordinance also specifies notification requirements, contents of notice, and requirements for signs. Notification includes notifying bidders for the work of any paint-inspection reports verifying the presence or absence of lead-based paint in the regulated area of the proposed project. Prior to commencement of work, the responsible party must provide written notice to the Director of DBI, which includes the location of the project; the nature and approximate square footage of the painted surface being disturbed and/or removed; anticipated job start and completion dates for the work; whether the responsible party has reason to know or presume that lead-based paint is present; whether the building is residential or nonresidential, owner-occupied or rental property, approximate number of dwelling units, if any; the dates by which the responsible party has or will fulfill any tenant or adjacent property notification requirements; and

* Derived from CEQA Guidelines, Appendix G, normally significant effect.

the name, address, telephone number, and pager number of the party who will perform the work. (Further notice requirements include Sign When Containment is Required, Notice by Landlord, Required Notice to Tenants, Availability of Pamphlet related to protection from lead in the home, Notice by Contractor, Early Commencement of Work [by Owner, Requested by Tenant], and Notice of Lead Contaminated Dust or Soil, if applicable.) The ordinance contains provisions regarding inspection and sampling for compliance by DBI, and enforcement. It also describes penalties for non-compliance with the requirements of the ordinance.

These regulations and procedures required by the San Francisco Building Code would ensure that potential impacts due to lead-based paint would be reduced to a level of insignificance.

An evacuation and emergency response plan would be developed by the project sponsor, in consultation with the Mayor's Office of Emergency Services, to insure coordination between the City's emergency planning activities and the project's plan to provide for building occupants in the event of an emergency. The project's plan would be reviewed by the Office of Emergency Services and implemented by the project sponsor before issuance of final building permits by the DBI.

All potential health and safety issues related to building contamination and soil contamination and remediation would be reduced to a level of insignificance by mitigation measures included in the project, or would be regulated by current laws and construction practices; hence, these issues do not require further analysis and will not be discussed in the EIR.

C.	OTHER	<u>Yes</u>	<u>No</u>	<u>Discussed</u>	
	Require approval and/or permits from City Departments other than the Planning Department or Department of Building Inspection, or from Regional, State, or Federal Agencies?	<u> </u>	<u> X </u>	<u> </u>	
D.	MITIGATION MEASURES	<u>Yes</u>	<u>No</u>	<u>N/A</u>	<u>Discussed</u>
1)	Could the project have significant effects if mitigation measures are not included in the project?	<u> X </u>	<u> </u>	<u> </u>	<u> X </u>
2)	Are all mitigation measures necessary to eliminate significant effects included in the project?	<u> </u>	<u> X </u>	<u> </u>	<u> X </u>

The following is the required mitigation measure related to air quality and hazards which were determined to require no further analysis in the EIR. The EIR will contain a mitigation chapter describing this measure, which is proposed as part of the project, and other measures which would be, or could be, adopted to reduce potential adverse effects of the project identified in the EIR.

* Derived from CEQA Guidelines, Appendix G, normally significant effect.

Construction Air Quality

- The project sponsor would require the contractor(s) to sprinkle demolition sites with water during demolition, earthmoving and construction activities; sprinkle unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material; and sweep surrounding streets during demolition and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose.

This mitigation measure also would reduce demolition impacts related to lead paint / lead dust.

E. ALTERNATIVES

The project sponsor has studied one alternative to the rehabilitation of the existing building and construction of an addition to accommodate the Community Center. This alternative is the demolition of the existing building and construction of a new building to accommodate the Community Center. This alternative may be described in the EIR as a possible project variant. In addition, the EIR will analyze a No Project Alternative in which the site would remain in its existing condition, with the existing building and the vacant lot. Other alternatives may also be analyzed if necessary to reduce or eliminate any significant impacts identified. These alternatives could include an alternative preservation-sensitive design and/or a less dense development program.

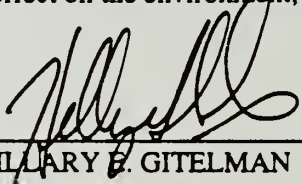
F. MANDATORY FINDINGS OF SIGNIFICANCE	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
* 1) Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or pre-history?	<u>X</u>	<u> </u>	<u>X</u>
* 2) Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals?	<u> </u>	<u>X</u>	<u> </u>
* 3) Does the project have possible environmental effects which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects.)	<u> </u>	<u>X</u>	<u> </u>
* 4) Would the project cause substantial adverse effects on human beings, either directly or indirectly?	<u> </u>	<u>X</u>	<u> </u>

The project could affect archaeological resources and architectural resources. Effects on these resources will be discussed in the EIR.

* Derived from CEQA Guidelines, Appendix G, normally significant effect.

G. ON THE BASIS OF THIS INITIAL STUDY

- ☐ I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared by the Department of City Planning.
- ☐ I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures, numbers _____, in the discussion have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.
- ☒ I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.



HILLARY E. GITEMAN
Environmental Review Officer
forGERALD G. GREEN
Director of PlanningDATE: MAY 8, 1998

* Derived from CEQA Guidelines, Appendix G, normally significant effect.

APPENDIX B

CRITERIA FOR LISTING ON THE NATIONAL REGISTER OF HISTORIC PLACES¹³

CRITERION A

Properties may be eligible for the National Register if they are associated with events that have made a significant contribution to the broad patterns of our history.

To be considered for listing under Criterion A, a property must be associated with events important in prehistory or history. Criterion A recognizes properties associated with single events in American history like the founding of a town or with more general, repeated activities like the development of a port city's prominence in trade and commerce over several decades. The event or events must be important within the theme or pattern: settlement, in the case of the town, or development of a maritime economy in the port city. Finally, the particular property should be a good representative of the theme and of the specific event or events. To be a good representative it must have strong associations with the event or events and it must possess integrity. Any consideration of a property's eligibility under Criterion A must address both these points.

Deciding whether a property is significant for its associative values involves several steps. Several questions must be asked about a property once its historical background—when it was used or built and by whom—is known. Knowledge is needed about the themes or historical patterns with which the property is associated and whether those themes are important in prehistory or history. Then the property should be considered under Criterion A.

CRITERION B

Properties may be eligible for the National Register if they are associated with the lives of persons significant in our past.

To be considered for listing under Criterion B, a property must be associated with a person whose activities were important within the context of a significant theme. Criterion B allows consideration of properties associated with individuals whose specific historic contributions to our society can be identified and documented. The criterion is also generally restricted to qualifying those properties that illustrate the individual's important achievements. This policy is explained further in the discussion of birthplaces and graves in Part VI. Consideration of a property's eligibility under Criterion B must

¹³ Criteria abstracted from the *Code of Federal Regulations*, Title 36, Part 60.

address both why the individual was important and how the particular property is a good representative of the individual's significant activities or contributions.

CRITERION C

Properties may be eligible for the National Register if they embody the distinctive characteristics of a type, period, or method of construction, or represent the work of a master, or possess high artistic values, or represent a significant and distinguishable entity whose components may lack individual distinction.

Embodying the distinctive characteristics of a type, period, or method of construction means illustrating the way in which a property was conceived, designed, or fabricated by a people of culture in past periods of history. Representing the work of a master refers to illustrating the technical and/or aesthetic achievements by a craftsman. Possessing high artistic values concerns the expression of aesthetic ideals of preferences and applies to aesthetic achievement. Resources that represents a significant and distinguishable entity whose components may lack individual distinction are districts. Districts are usually historic environments that convey a sense of time and place through the survival of many different kinds of features and the survival of the relationships among those features.

CRITERION D

Properties may be eligible for the National Register if they have yielded, or may be likely to yield, information important in prehistory or history.

To be considered for listing under Criterion D, a property must have yielded or must have the potential to yield important information about some aspect of prehistory or history, including events, processes, institutions, design, construction, settlement, migration, ideals, beliefs, lifeways, and other facets of the development or maintenance of cultural systems. Criterion D allows consideration of both properties that have yielded important information and that have the capacity to yield additional information, and properties that have not yet yielded important information but are likely to do so. Any consideration of a property's eligibility under Criterion D must address (1) whether the property has information to contribute to our understanding of history or prehistory and (2) whether that information is important. The answers to these questions depend upon careful evaluation of the property within an appropriate context. (See Part III regarding context.)

Once enough is known about a property to evaluate it, the evaluation process should include the following sequence. The first step should be defining the significance of the property by identifying the particular aspect of history or prehistory to be addressed and why information on that topic is important. The statement of significance then defines the kinds of evidence or the data requirements that the property must contain to provide the significant information. These data requirements in turn indicate the kinds of integrity the property must possess. (See guidelines 6a, b, c and 7 and Part V on integrity.)

• APPENDIX C

HISTORIC ARCHITECTURAL RESOURCES

Agreement Between Community Center Board, Foundation for San Francisco's Architectural Heritage, and Friends of 1800 Market

Letter from State Historic Preservation Officer Confirming National Register of Historic Places Eligibility of Carmel Fallon Building (1800 Market Street)

State of California Department of Parks and Recreation Historic Resources Inventory Form for Carmel Fallon Building (from Caltrans 1997 Central Freeway Survey)

JOINT STATEMENT BY

GAY/LESBIAN/BISEXUAL/TRANSGENDER COMMUNITY CENTER PROJECT

FOUNDATION FOR SAN FRANCISCO'S ARCHITECTURAL HERITAGE

FRIENDS OF 1800 MARKET STREET

Representatives of the Gay/Lesbian/Bisexual/Transgender Community Center Project ("CCP"), the Foundation for San Francisco's Architectural Heritage ("Heritage"), Friends of 1800 Market Street ("Friends"), the San Francisco Planning Department and the San Francisco Landmarks Preservation Advisory Board met on March 30 and April 1, 1998, to discuss the concerns of CCP, Heritage and Friends regarding the process initiated by the Landmarks Preservation Advisory Board for possible landmarking of the Fallon Building at 1800 Market Street. That initiation will be considered by the Landmarks Board on April 15, 1998.

Representing CCP at the May 30 meeting were Brenda Barnette, President, David Latina, Chair of Building Committee, Board members Scott Shafer and Dana Van Gorder, project architects Jane Cee and Peter Pfau, and legal counsel Steven Vettel. Representing Heritage at the May 30 meeting were Bruce Judd, President-elect, David Bahlman, Executive Director, and Arnie Lerner. Representing the Planning Department at the May 30 meeting was Mary Gallagher.

Representing Friends at the April 1 meeting were Tim Kelley, Gary Goad, Denise LaPointe, Kate Black and Arnie Lerner, who comprise Friends' Negotiating Committee. Representing Heritage at the April 1 meeting was Executive Director David Bahlman. Representing CCP at the April 1 meeting was legal counsel Steven Vettel. Representing the Planning Department at the April 1 meeting were Neil Hart and Elizabeth Gordon. Representing the Landmarks Preservation Advisory Board at the April 1 meeting was Daniel Reidy, President.

Background. On March 18, 1998, the CCP's Board of Directors voted to rescind its prior vote in favor of demolition of the Fallon Building, and instead voted to undertake an adaptive reuse of the Fallon Building if the Community Center Project is built at the 1800 Market Street site. The extent of the proposed adaptive reuse is set forth in a revised Feasibility Report, dated February 17, 1998, that was developed by CCP's architectural team, including preservation architects Page & Turnbull, and that has been agreed to conceptually by Heritage and Friends. A copy of the revised Feasibility Report is attached to this statement. The additional Community Center Project construction costs represented by the proposed adaptive reuse of the Fallon Building (as opposed to a completely new structure) have been reduced by the revised Feasibility Report from approximately \$900,000 to approximately \$500,000.

Concerns. CCP representatives expressed concerns that landmarking of the Fallon Building would result in significant delays in project approvals; concerns that the extent of replacement of original historic features called for in the Feasibility Study might not be permitted on a landmark building (while it would be permitted for a lesser rated structure); concerns that the new structure to be built adjacent to the Fallon Building would also fall under the jurisdiction of the Landmarks Board; and concerns that landmarking would offer no financial incentives such as income tax credits or property tax relief.

Heritage and Friends representatives expressed their belief that the Fallon Building is of landmark quality; stated that they could not reverse their prior position in support of its landmarking; and acknowledged that landmarking would offer no tax incentives to CCP. They also reiterated their support for the Feasibility Study conclusions, pledged their support for an adaptive reuse consistent with the Feasibility Study (including assistance in fundraising), and expressed their desire to avoid delays in the project approval process.

Agreements. To address each of these concerns, the representatives of CCP, Heritage, and Friends agreed on the following course of action:

1. CCP will instruct its architectural team to develop schematic designs for the exterior elevations of the Fallon Building adaptive reuse consistent with the revised Feasibility Study, with a goal of completing the exterior elevation schematic design by May 13, 1998. CCP will consult with Heritage and Friends during this period to receive comment on the schematic design for the exterior elevations.
2. Upon completion of exterior elevation schematic design for the Fallon Building, CCP will submit that design to the Planning Department by May 13, 1998, for presentation to the Architectural Review Committee of the Landmarks Board on May 20, 1998, for the committee's review and comment.
3. Based on the Architectural Review Committee's comments and CCP's response to them, a landmark case report will be developed by the Planning Department nominating the Fallon Building as a landmark; attaching the Fallon Building exterior elevations schematic design (with explanatory narrative) to the nomination and stating that an adaptive reuse in general conformance with that design will warrant issuance of a Certificate of Appropriateness; and limiting the landmark designation to the portion of the site occupied by the Fallon Building only. The goal would be to present this case report to the full Landmarks Board for action on June 3 or 17, 1998, and for CCP, Heritage and Friends jointly to request that the Landmarks Board act to recommend designation of the Fallon Building as a landmark consistent with the above scenario.
4. On June 3 or 17, 1998, CCP, Heritage and Friends will also request that the Landmarks Board indicate its intent to approve a Certificate of Appropriateness for the Fallon Building in general conformance with the exterior elevations conceptual design.
5. CCP, Heritage, and Friends will jointly request the Landmarks Board to continue its consideration of landmarking of the Fallon Building from April 15, 1998 to June 3 or 17, 1998 (with the Architectural Review Committee to review the Fallon Building exterior elevations schematic design on May 20, 1998) so that the process outlined above may proceed.
6. The CCP representatives identified above pledge to ask the CCP Board on April 8, 1998, to support landmarking of the Fallon Building consistent with the above scenario.
7. Heritage pledges to support landmarking of the Fallon Building consistent with the above scenario; support issuance of a Certificate of Appropriateness consistent with the above scenario; support issuance of a negative declaration for the Community Center Project; support

issuance of a conditional use permit for use of 1800 Market Street as a gay/lesbian/bisexual/transgender community center (including support for construction of a new structure adjacent to and integrated with the Fallon Building); support issuance of a parking and density variance; and support a Planning Code amendment to permit the existing dwelling unit on the third floor of the Fallon Building to be converted to community center uses.

8. The Friends' representatives identified above (who constitute the Friends' Negotiating Committee) pledge to ask the full membership of Friends at a meeting scheduled for April 13, 1998, to support the process and agreements described above, including continuing landmark consideration by the Landmarks Board to June 3 or 17, 1998 and supporting each of the approvals described in Paragraph 7 above.
9. Heritage and Friends pledge to undertake fundraising efforts to assist in meeting the budget shortfall identified by CCP for the adaptive reuse of the Fallon Building.

GAY/LESBIAN/BISEXUAL/TRANSGENDER
COMMUNITY CENTER PROJECT

By Bonnie F. Bennett 4/8/98

FOUNDATION FOR SAN FRANCISCO'S
ARCHITECTURAL HERITAGE

By David Balaban 4/8/98

FRIENDS OF 1800 MARKET STREET

By Gary R. Good 4/8/98

OFFICE OF HISTORIC PRESERVATION
 DEPARTMENT OF PARKS AND RECREATION
 BOX 942896
 SACRAMENTO 94296-0001
 (916) 653-6624
 (916) 653-9824



May 13, 1997

REPLY TO: FHWA970410A

David H. Densmore
 Division Administrator
 Federal Highway Administration
 California Division
 980 Ninth Street, Suite 400
 SACRAMENTO CA 95814-2724

Dear Mr. Densmore:

RE: HPSR FOR CENTRAL FREEWAY REPLACEMENT, SAN FRANCISCO

Thank you for forwarding the Historic Property Survey Report for the Central Freeway Replacement Project in San Francisco.

The Federal Highway Administration has determined that the following properties within the APE for the Central Freeway Replacement are eligible for inclusion in the National Register of Historic Places:

Hayes Valley Historic District. In 1996 the California SHPO concurred with a determination made by the U. S. Department of Housing and Urban Development that the Hayes Valley Historic District was eligible for inclusion in the National Register of Historic Places under criterion C. I concur with the determination made by the FHWA that the district remains eligible. I would like to point out, however, that 112-120 Haight Street is a contributor to the district identified by HUD, not a non-contributor as you have identified it in Appendix IV.

Apartments, 500-528 Laguna Street. I concur with the determination made by the FHWA that this property should be included in the Hayes Valley Historic District as a contributor and that the boundary of the district should be adjusted to include this property.

Knights of Pythias-Salvation Army, 101-129 Valencia Street. In 1994 the California SHPO concurred with a determination made by the City and County of San Francisco that this property was eligible for inclusion in the National Register under criterion A. I concur with the determination made by the FHWA that this property remains eligible.

Bekins Warehouse, 190-198 Otis Street. In 1984 the National Park Service concluded, as the result of a tax certification review, that this property appeared eligible for listing in the National

97.834L

Mr. Densmore
May 13, 1997
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Register. I concur with the determination made by the FHWA that this property is eligible for inclusion in the National Register under criteria A and C.

Fassett-Reis-Meagher House, 361 Oak Street. In 1996 the California SHPO concurred with a determination made by HUD that this property was a contributor to the Hayes Valley Historic District. I concur with the determination made by the FHWA that this property is both a contributor to the National Register-eligible district and individually eligible for inclusion in the National Register under criterion C.

House, 129-131 Octavia Street. In 1996 the California SHPO concurred with a determination made by HUD that this property was a contributor to the Hayes Valley Historic District. I concur with the determination made by the FHWA that this property is both a contributor to the National Register-eligible district and individually eligible for inclusion in the National Register under criterion C.

Flats, 100-108 Haight Street. In 1996 the California SHPO concurred with a determination made by HUD that this property was a contributor to the Hayes Valley Historic District. I concur with the determination made by the FHWA that this property is both a contributor to the National Register-eligible district and individually eligible for inclusion in the National Register under criterion C.

First Baptist Church and School, 21 Octavia Street. In 1996 the California SHPO concurred with a determination made by HUD that this property was a contributor to the Hayes Valley Historic District. I concur with the determination made by the FHWA that this property is both a contributor to the National Register-eligible district and individually eligible for inclusion in the National Register under criterion C.

Fallen Building, 1800-1806 Market Street. In 1996 the California SHPO concurred with a determination made by HUD that this property was a contributor to the Hayes Valley Historic District. I concur with the determination made by the FHWA that this property is both a contributor to the National Register-eligible district and individually eligible for inclusion in the National Register under criterion C.

Independent Order of Foresters Hall, 170 Valencia Street. I concur with the determination made by the FHWA that this property is eligible for inclusion in the National Register under criterion C.

San Francisco Juvenile Court and Detention Home, 150 Otis Street. I concur with the determination made by the FHWA that this

97.854L

Mr. Densmore
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Page Three

property is eligible for inclusion in the National Register under criterion C.

In addition to the properties outlined above, I would like the FHWA to reconsider its evaluation of the Mission Revival style apartment building at 27-31 Duboce Avenue. OHP staff had the opportunity to view the exterior of the property on a recent visit to San Francisco and they were impressed with its architecture. NPS staff have advised us that it is not necessary to evaluate a property within the geographical context of an entire city if a neighborhood context can be developed. Is this approach possible here? If not, and the FHWA believes that a city-wide context is the only appropriate context for evaluation, I would like to know more about this property type within the city-wide context.

I also would like to point out that as a result of the City's 1990 survey of unreinforced masonry building construction in San Francisco from 1850 to 1940, the City and the California SHPO agreed that the property at 150 Valencia Street may become eligible for the National Register, and it was given a status of 4S in the statewide inventory of historic properties. I suggest that you consult further with the San Francisco Planning Department regarding whether this property is or is not eligible for inclusion in the National Register.

I concur with the determination made by the FHWA that the following properties are ineligible for inclusion in the National Register:

110 and 180 12th Street

27-31, 45-47, 49, 69-75, 72-80, and 101-109 Duboce Avenue

12, 18, 20-22, 24-26, 28-32, 31, 36, 40, 46-48, and 47-49 Elgin Park

55 Erie Street

368, 420-422, 425-427, 426-430, 436-438, 442-444, 446-452, 454-458, 460, 468, 474-478, 480, and 488-492 Fell Street

61-65 and 66 Haight Street

271-273 and 277-279 Hickory Street

1618-1622, 1630, 1675, and 1699 Howard Street

501-503 Laguna Street

172-176, 178-180, and 219-221 Lally Street

Market Street Light Standards

97.834L 1

Mr. Denismore
May 13, 1997
Page Four

1701-1775, 1740-1772, 1795-1797, 1801-1809, and 1808 Market Street
133 McCoppin Street

1601-1611, 1661, 1663-1665, 1680, 1700, and 1710 Mission Street

268-270, 269-273, 274-276, 275-277, 303-305, 387-391, and 404-408
Oak Street

209-211, 215-217, 221-223, 331, and 355 Octavia Street

161-163, 170, 176-180, and 210 Page Street

1335-1337, 1338-1342, 1345-1349, 1350-1354, 1353-1357, 1361,
1363-1365, and 1367-1369 Stevenson Street

150, 174-178, 199, 204-206, 207-215, and 212-214 Valencia Street

South Van Ness Avenue Light Standards

139-145, 154, 160, 165, 170-176, 245, 257-259, and 262-267 South
Van Ness Avenue

I look forward to reviewing the archeological research design and treatment plan that you propose to develop once a project alternative has been selected. This document will outline the kinds of historic properties that may be present within the APE along with procedures for their identification, evaluation, and treatment.

I look forward to hearing from you at your earliest convenience regarding 27-31 Duboce Avenue and 150 Valencia Street. If you have questions, please contact Lucinda Woodward at (916) 653-9116.

Sincerely,

Cherilyn Widell
State Historic Preservation Officer

cc: Elizabeth Krase, Caltrans District 4
Mark Paez, San Francisco Planning Department

97.334L

State of California - The Resources Agency
DEPARTMENT OF PARKS AND RECREATION
PRIMARY RECORD

Primary # _____
HRI # _____
Trinomial _____
NRHP Status Code 2D2, 3S

Other Listings _____
Review Code _____ Reviewer _____ Date _____

Page 1 of 6
*Resource Name or #: (Assigned by recorder) 1800 - 1806 Market Street

1. Other Identifier: _____
2. Location: Not for Publication ☒ Unrestricted
and (P2b and P2c or P2d. Attach a Location Map as necessary.)
*a. County San Francisco
*b. USGS 7.5' Quad San Francisco North Date 1956 (rev. 1973) T: R: 1/4 of 1/4 of Sec. B. M.
c. Address 1800 - 1806 Market Street City San Francisco Zip 94103
d. UTM: (Give more than one for large and/or linear resources) Zone _____ mE/ _____ mN
e. Other Location Data: (e.g., parcel #, directions to resource, elevation, etc., as appropriate)

Assessor's Block 0871, Lot 014

- *3a. Description (Describe the resource and its major elements. Include design, materials, condition, alterations, size, setting & boundaries):

This wood-frame building is three stories, with storefronts on the ground floor and apartments on the upper floors. Set prominently on a gore lot, the building possesses a wedge-shaped, five-sided plan, with facades on Market and Waller streets and a narrow facade on Octavia Street. There are two storefronts on Market Street, separated by the main entrance to the upper floors. This main entrance is through a large with floral carving on the front portico. The eastern storefront has been altered, with the transom area filled in to form a sign band, while the western storefront appears to be original. There are three doorways on the Waller (north) elevation and two pairs of windows at the

[See Continuation Sheet, page 3 of 6]

- P3b. Resource Attributes: (List attributes and codes) 3 - Apartments: 6 - Stores
P4. Resources present: ☒ Building _____ Structure _____ Object _____ Site _____ District _____ Element of District _____ Other _____



P5b. Description of Photo: (View, Date, etc.) Looking west
toward the corner of Market and
Octavia Streets. August 1996

*P6. Date Constructed / Age and Sources: ☒ Historic
_____ Prehistoric _____ Both
1894 (CABN May 1894)

*P7. Owner and Address:
Community Center Project of
San Francisco
584 Castro St #450
San Francisco, CA 94114

*P8. Recorded by: (Name, affiliation, and address) A. Hope/ E. Krase
CALTRANS District 4
Environmental Planning South
Oakland, CA 94623

*P9. Date Recorded: Dec. 1996

*P10. Survey Type: (Describe)
intensive

*P11. Report Citation (Cite survey report and other sources, or enter "none"): Historic Architecture Survey Report for the Central
Freeway Replacement Project in the City of San Francisco. Andrew Hope, Elizabeth Krase, and Elizabeth McKee (1997)

*Attachments: NONE Location Map _____ Sketch Map ☒ Continuation Sheet ☒ Building, Structure & Object Record
_____ Archaeological Record _____ District Record _____ Linear Feature Record _____ Milling Station Record _____ Rock Art Record
_____ Artifact Record ☒ Photograph Record _____ Other (List) _____

*Required Information

BUILDING, STRUCTURE AND OBJECT RECORD

Page 2 of 6

*NRHP Status Code 2D2_3S

*Resource Name or # (Assigned by recorder) 1800 - 1806 Market Street

B1. Historic Name: none

B2. Common Name: none

B3. Original Use: Stores and apartments

B4. Present Use: Stores and apartments

*B5. Architectural Style: Queen Anne

*B6. Construction History: (Construction date, alterations, and date of alterations)

This building was constructed in 1894. Building permit records include a request to "change front and put up gallery" so that one of the commercial units could become a cigar store. In 1936 the store was reportedly empty. A permit was granted to install minor partitions and put up a mezzanine floor. In 1961 a permit was granted to install a sign for "Beck's Motor Lodge." In 1995 permit records indicate the building was the site of code violations.

*B7. Moved? X No Yes Unknown Date: _____ Original Location: _____

*B8. Related Features:

None - the building occupies the entire parcel

B9a. Architect: Edward D. Goodrich (San Jose)

b. Builder: Tim Williams

*B10. Significance: Theme: San Francisco Architecture

Area San Francisco

Period of Significance 1894-1906

Property Type Queen Anne mixed-use

Applicable Criteria C

(Discuss importance in terms of historical or architectural context as defined by theme, period, and geographic scope. Also address integrity.)

This property, 1800-1806 Market Street, appears eligible for the National Register under Criterion C as a remarkable surviving example of Queen Anne mixed-use architecture on Market Street. The building's historical associations are unusual, but not sufficient to warrant significance under Criteria A or B.

Occupant history

The building was constructed in 1894 for a San Francisco hotel owner, Carmel Fallon. Carmel Fallon was the daughter of Simon Cota, a Spanish soldier, and Martina Castro Cota (later Lodge Depaux), daughter of Joaquin Ysidro Castro, military Governor of California under Mexican rule. Martina was reportedly the first woman to receive a land grant, Rancho Soquel, in her own name. Born in 1827, Carmel was raised on the Rancho, and, in 1849, married Irishman Thomas Fallon, who was by turns a saddlemaker, trapper, member of Colonel John Fremont's 1843-1844

[See continuation Sheet, page 3 of 6]

B11. Additional Resource Attributes: (List attributes and codes) (3)-Multiple Family property. (6)-Commercial Building. 3 stories

*B12. References:

[See Continuation Sheets 4 and 5 of 6]

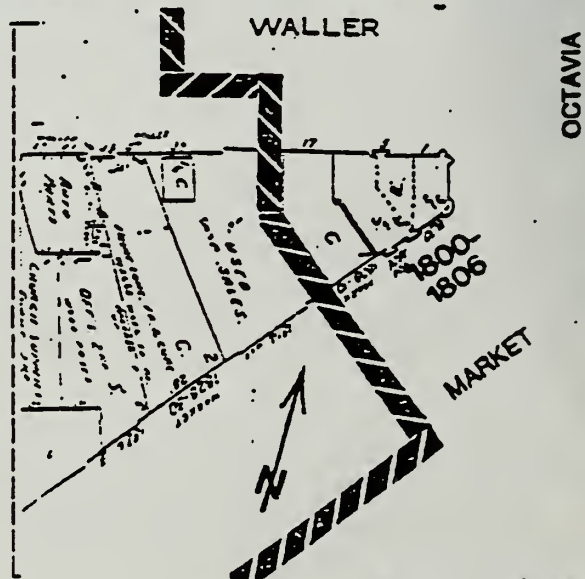
B13. Remarks:

*B14. Evaluator: A. Hope / E. Krase / E. McKee

Caltrans, District 4 (Oakland)

*Date of Evaluation: February 1997

(This space reserved for official comments.)



*Required Information

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*Resource Name or # (Assigned by recorder) 1800-1806 Market Street

*Recorded by: A. Hope / E. Krase, Caltrans District 4 (Oakland) *Date: Feb. 1997 ☒ Continuation ☐ Update

3a. Description (continued from page 1 of 6):

street level. One door and the four street-level windows have been covered with boards. The upper floors are clad in drop siding and have a series of two-story bay windows on the street facades. Two rectangular bays face Market Street, one round bay faces the corner of Octavia and Market streets, one rectangular bay is set on an angle facing Octavia and Waller streets and one rectangular bay is set on the north side Waller Street elevation. Each of the cornices above the second and third floors have wide frieze bands with applied plaster garlands and swag ornament. The windows are 1/1 double-hung and framed by pilasters. At the top of the building is an ornate cornice with dentils.

3.10 Significance (continued from Page 2 of 6):

expedition into California, and lumberman. Fallon had led a party to raise the American flag over San Jose in 1846 and been a member of Fremont's California Battalion. With the Gold Rush he became a merchant who ran a hotel, saddlery shop and store on the Santa Cruz Mission plaza by the time of his marriage. The Fallons sold their property in 1852 to escape the unsavory changes to the once small mission town and tried to start over in Texas. They returned to California in 1854, but not before their three children died of a fever, probably cholera. Fallon then opened a saddle shop in San Jose. They built a grand home in San Jose (which survives today and has been rehabilitated by the City and is reputed to be the oldest residence in the Italianate style in Santa Clara County). There they prospered with real estate investments. Thomas Fallon served as San Jose Mayor in 1859 and later as treasurer. Carmel bore six more children.

In 1876 Carmel reportedly found her husband in a "compromising" situation with their domestic servant. After attacking them both with a fireplace poker, Carmel then removed herself and her four unmarried children from the house and filed for divorce the following day. Thomas Fallon and the maid survived the attack, though the maid sued for damages. Carmel meanwhile received a sizable settlement, including property at 3rd and Minna in San Francisco. Research has not revealed much about her whereabouts for the following twenty years, though she was listed periodically in San Jose City Directories. Thomas Fallon died in 1885 and left the bulk of his estate to his eldest daughter and youngest son.

By 1894 Carmel Fallon was living in San Francisco with or near several of her adult children. She had commissioned San Jose Architect Edward D. Goodrich to design a building on property at the corner of Market and Waller Streets. He is believed to have been the son of Levi Goodrich, who was San Jose's leading architect most likely responsible for the design of the Fallon House. Carmel Fallon's choice of accommodation in San Francisco seems peculiar for a wealthy person because it is located above commercial establishments and adjacent to semi-industrial businesses. However, it likely enabled her to better manage the commercial units on the ground floor at 1800-1806 Market and her other properties. The Market and Waller parcel included the three-story mixed residence/shops as well as a coal and woodshed business and some sheds connected to a moving business. The building at 1800-1806 was typical of mixed use buildings that lined Market Street in that area by the 1890s. A cigar factory was located on the ground level in the early years. In 1913 the Sanborn maps also shows a bicycle business in one of the two store-fronts facing Market Street. An adjacent one-story structure was built in 1911 on Fallon's parcel at 1808 Market which housed a plumbing business until the 1950s.

What distinguishes the property at 1800-1806 Market is that on April 18, 1906 much of San Francisco to the south of Market Street and most of San Francisco from Gough Street east to the Embarcadero was destroyed by earthquake and fire. The Fallon building survived, although the fire consumed the buildings just across the street and southward from it. It is not known if Carmel Fallon or any of her children were present for the catastrophe, but heirs alleged in court records upon her death that she never was well after 1906. Several of her children appear to have managed her affairs or, alternately, been dependent on her in this period. In 1910 four adult children were living

State of California - The Resources Agency
DEPARTMENT OF PARKS AND RECREATION
CONTINUATION SHEET

Primary # _____
HRI # _____
Trinomial _____

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*Resource Name or # (Assigned by recorder) 1800-1806 Market Street

*Recorded by: A. Hope / E. Krase, Caltrans District 4 (Oakland) *Date: Feb. 1997 X Continuation Update

B.10 Significance (continued from Page 3 of 6):

with Carmel in the Fallon building: Annie Malone, a former actress and patroness of the arts who was listed as an elocution teacher, William, listed as a house painter, Frederick Arthur, listed with his "own income" and Alfred, who was also listed with his "own income." Alfred was also living with her in the 1920s and managing her properties. When he died she was reportedly desolate. Annie Malone, who had been living nearby, moved in with Fallon and her housekeeper. Fallon died in December 1923. Her passing was noted in local newspapers, which referred to her as the oldest member of the Native Daughters of California (a pioneer organization open to those who had arrived in California before 1870). Upon her death her surviving children and grandchildren litigated her estate until 1928, when a trust was created that was settled in 1976. The trust made donations in her honor to the San Francisco War Memorial Complex trust and a plaque bears her name today in the San Francisco Opera House.

Carmel Fallon's estate included two hotels, the Fallon Hotel nearby at Market and Valencia, built in 1915 on property acquired around 1900, and the Carmel Hotel built in the fall of 1906 at Third and Minna, as well as holdings called New Brighton Park in Santa Cruz County. The hotels were furnished modestly and evidently catered to the working-class trade. By the time litigation was resolved, the 1800-1806 building had declined in value due to the Great Depression. Because of the cost of maintaining the property at Market and Waller, the trustees sold the property in 1933 to one Stella S. Hestall or Hesthal. Over the years the building remained relatively unchanged as Market Street eastward to the Embarcadero was transformed with modern glass-walled skyscrapers.

Integrity

Despite the neglect of recent years and the installation of a large commercial billboard sign in front of the store front windows facing east, the building retains sufficient integrity of location, design, materials, workmanship, and feeling. Integrity of association and setting have been compromised in that surrounding buildings are post-quake. However those nearby were mostly constructed in the 1910s and 1920s and are of a compatible scale. Modern scale buildings are presently several blocks away.

Conclusion

Despite her long life and colorful associations, Carmel Fallon does not appear to have made a significant impact on local, state or national history. Information on her life may enhance the record on 1800-1806 Market but does not qualify it for the National Register under Criterion B., nor is there sufficient evidence to qualify the property under Criterion A. The building does appear to merit listing, however, under Criterion C at the local level of significance as a relatively unaltered example of a mixed-use design in the Queen Anne style, one of the few to survive the earthquake and fire of 1906 on Market Street in the Hayes Valley. It survives in a prominent position on the corner of its triangular block, a visual landmark on the incline of upper Market Street. Its period of significance is 1894 to 1906, the year of its construction to the year of its survival after the earthquake and fire of 1906. The property's boundary is the footprint of the building as the adjacent structure on the western portion of Assessor's parcel 0871 Lot 014 was constructed after the period of significance and after 1906, has lost integrity and does not appear to qualify for the National Register of Historic Places. This property was identified as a contributor to the Hayes Valley Historic District by William Kostura in his 1995-1996 survey for the U.S. Housing and Urban Development Survey; SHPO concurred with the eligibility of the district in 1996.

B.12 References (continued from page 2 of 6):

Published Records
San Francisco Call 16 May 1913, p.18.

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*Resource Name or # (Assigned by recorder) 1800-1806 Market Street

Recorded by: A. Hope / E. Krase, Caltrans District 4 (Oakland) *Date: Feb. 1997 ☒ Continuation ☐ Update

12 References (continued from page 4 of 6):

San Francisco Chronicle 14 May 1924, p12.
San Francisco City Directories 1895, 1900, 1907, 1911, 1913, 1919, 1923, 1924, 1928
San Jose City Directories 1876, 1878, 1887-88
U.S.Census records 1910, 1920

Unpublished Records

California Superior Court for San Francisco, Probate Records,
Fallon House Museum files, San Jose
Foundation for San Francisco's Architectural Heritage, building research files
San Francisco Building Permits # 6396 #23048, #244601
San Francisco Water Department records

97.834L

CHAPTER IX

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